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ABSTRACT

This document reports on part-time faculty compensation in California Community Colleges, based on a literature review of bargaining contracts and salary schedules, data from the National Center for Education Statistics, the Integrated Postsecondary Education Data System, and the California Community College Chancellor's Office. Also, a statewide faculty survey was distributed to 13,500 full-time and part-time faculty at a sample of 22 community college districts, with a 22 percent response rate. Some of the study's key findings include the following: (1) part-time salaries vary among the 22 community college districts sampled from a low of $29 to a high of $68 per credit hour; (2) the use of part-time instructors differs by discipline with approximately 58% of part-time instructors teaching in humanities, social sciences, and business/technical courses; (3) part-time instructors on average earn 50-60 percent of what full-time instructors earn with comparable experience and educational backgrounds; and (4) approximately 75% of part-time instructors report additional employment. Specific recommendations concern: (1) statewide policy articulation regarding minimum/core functions of community colleges; (2) the development of salary schedules for part-time faculty members that have structures more comparable to that of full-time faculty; (3) an examination of the current distribution of compensation resources; (4) further exploration of how community college districts could provide benefits as a component of compensation; and (5) an ongoing comprehensive, centralized, and independent data gathering effort to provide policymakers with information on both part-time and full-time faculty. (Contains 71 references.) (KS)

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REPORT ON PART-TIME FACULTY COMPENSATION IN CALIFORNIA COMMUNITY COLLEGES

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Summary

Responding to Assembly Bill 420 (Chapter 738, Statues of 1999), the California Postsecondary Education Commission conducted a comprehensive study of the public community college system's part-time faculty employment, salary, and compensation patterns as compared to those of full-time community college faculty.

The Commission retained an independent consulting group to conduct this study. The consultant's report, included here as an appendix, details study activities and provides a review and analysis of the data gathered.

As directed by the legislation, the Commission's report provides recommendations for alternatives through which more comparable salaries could be achieved for full- and part-time faculty at California Community Colleges.

Additionally, this Commission report discusses the complexities of resolving the question of part-time faculty compensation, as well as highlighting additional areas of concern that emerged in conducting the study. Commission recommendations and discussion of the issues surrounding compensation of part-time faculty are based upon the analysis and findings submitted by the consulting firm as well as research activity undertaken by Commission staff.

The Commission approved this report at its meeting of April 2, 2001. It has been added to the Commission's Internet website -- www.cpec.ca.gov -- and is now electronically accessible to the general public. Additional printed copies of this *Report on Faculty Compensation at California Community Colleges* (01-1) and other Commission reports may also be obtained by e-mail at PublicationRequest@cpec.ca.gov; or by writing the Commission at 1303 J Street, Suite 500, Sacramento, CA 95814-2938; or by telephone at (916) 322-9268.

Report on Part-Time Faculty Compensation in California Community Colleges

A Report to the Governor and Legislature in Response to Assembly Bill 420

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION
1303 J Street • Suite 500 • Sacramento, California 95814-2938

COMMISSION REPORT 01-1
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1 Introduction

ASSEMBLY BILL 420 (Chapter 738, Statutes of 1999) directed the California Postsecondary Education Commission to conduct a comprehensive study of the California Community College system's part-time faculty employment, salary, and compensation patterns as compared to those of full-time community college faculty with similar education credentials and work experience.

Among other things, the legislation specifically directed that the Commission review a representative sample of urban, rural and suburban communities within California and refer to similarly situated community colleges in other states. The legislation also stipulated that the study identify and address specific policy and fiscal options available to the Governor and Legislature regarding the issue of pay equity. The accompanying consultant report (see Appendix A) contains the detail of the activity undertaken to conduct this study, as well as providing a review and analysis of the data gathered. The consultant report also contains the complete text of the bill.

In response to the requirements of the bill, the Commission convened an advisory committee comprised of various representatives of the education community. The committee included representation from the California Community Colleges and community college faculty groups, as well as other interested parties.

Additionally, the Commission employed MGT of America, Inc., a national multi-disciplinary management research and consulting firm with a regional office in California. The consulting firm worked with Commission staff throughout the progress of the study and was primarily responsible for reviewing and analyzing the data gathered as well as the preparation of the accompanying report. The Commission's recommendations and discussion of the issues surrounding compensation of part-time faculty are based upon the analysis and findings submitted by the consulting firm as well as research activity undertaken by Commission staff.

Process Commission staff worked closely with the consulting firm and the Advisory Committee in order to respond to the legislative directive. The project was directed by individuals in the consulting firm's local office, drawing upon the expertise and experience of individuals in MGT's regional offices as well. Throughout the study, the advisory committee provided feedback on related issues, contributed to the development and refinement of survey questions, and as appropriate, provided assistance based upon individual expertise or knowledge.

Commission staff participated throughout the study, contributing to the development of the research questions, refining surveys and data collection tools, developing a web-based survey, field testing survey instruments, defining the scope of the study, coordinating survey distribution and collection, conducting a literature review, and gathering data from comparable states. Additionally, Commission staff conducted several interviews and focused discussions with other stakeholders and interested parties, including legislative staff, legislators, community college leaders at campus and district levels, and other State-agency staff.

Background

Based upon data from the National Center for Education Statistics, in 1999 there were approximately 18,000 full-time faculty and 31,000 part-time faculty members employed by the California Community Colleges. For this study, about 13,500 surveys were distributed to all full-time and part-time faculty at a sample of 22 community college districts. The sample was selected using a cluster methodology, allowing for the groping of community college districts based upon the identification of unique factors related to labor-market characteristics. The consultant report provides a complete description of the cluster sampling methodology utilized in this study (see Appendix A).

Roughly 3,000 valid responses to the survey were received. The overall response rate was 22 percent with 25 percent of full-time faculty responding and 20 percent of part-time faculty responding. The breakdown of responses by district is detailed in Display 1 - *Survey of California Community Colleges – Response Rates by District*.

Specific sources of data used for the report included a literature review, bargaining contracts and salary schedules, National Center for Education Statistics data, Integrated Postsecondary Education Data System information, California Community College Chancellor's Office data and reports, previous Commission reports, national reports and other relevant documents. Original sources of data included a faculty survey and an administrator survey. This study was limited to an examination of teaching faculty who teach credit courses within the California Community Colleges.

DISPLAY 1 - Survey of California Community College Faculty

Response Rates by District

	-- Response Rates --		
District	**Total**	**PT**	**FT**
Allan Hancock	29.89%	30.58%	25.16%
Coast (Golden West)	34.52%	33.22%	34.43%
Desert	31.32%	53.60%	19.22%
Feather River	25.20%	13.00%	62.96%
Fremont-Newark	15.78%	15.42%	16.15%
Glendale	21.90%	22.45%	20.36%
Kern (Bakersfield)	29.30%	29.27%	28.49%
Long Beach	22.81%	19.82%	28.66%
Los Angeles (LA City)	9.31%	7.51%	12.68%
Los Rios (Sac City)	14.48%	10.34%	21.81%
Mendocino-Lake	38.25%	32.12%	53.85%
Merced	31.75%	26.12%	44.52%
Monterey Peninsula	14.14%	12.63%	17.17%
Napa	20.21%	21.64%	18.18%
Riverside	16.88%	12.02%	32.01%
San Mateo (Canada)	4.67%	3.85%	6.00%
Santa Barbara	22.13%	22.03%	20.60%
Santa Monica	19.39%	15.06%	30.37%
Shasta	45.23%	48.28%	38.67%
Sonoma	19.35%	15.89%	29.11%
West Kern	40.74%	40.82%	40.63%
Yuba	24.94%	23.33%	27.82%
Totals	**21.43%**	**19.43%**	**24.74%**
District	**Total**	**PT**	**FT**
	— Response Rates —		

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Summary of Findings

Salary and compensation patterns

- Part-time salaries varied among the 22 community college districts sampled from a low of $29 to a high of $68 per credit hour, with most falling between $35 and $45 per credit hour.
- After converting part-time salaries to an adjusted FTE annual salary, part-time instructors earn less than full-time instructors, on average 50-60 percent of what a full-time instructor with comparable experience and educational background earns. According to survey data, in districts with the smallest difference, part-time instructors earn approximately 67 percent to 73 percent of the median full-time adjusted salary. Part-time instructors in other districts earn 35 percent to 45 percent of this salary level.
- Districts located near or in large cities or metropolitan areas pay part-time instructors more than other districts, and have less difference between part-time and full-time salary levels.
- Generally districts with above-average salaries for part-time instructors have salary schedule structures which provide compensation for office hours and offer a wider range of steps and columns.
- While most full-time instructors receive a full complement of benefits from their community college districts, 41 percent of part-time faculty reported that they did not receive any type of benefits from their district. Approximately 17 percent of part-time instructors receive health benefits from their community college employer, while 58 percent reported receiving benefits from an alternative source.
- Community college districts in other states show similar salary compensation differences between full-time and part-time faculty as that observed in California.

Employment patterns

- The use of part-time instructors differs by discipline with approximately 58 percent of part-time instructors teaching in humanities, social sciences, and business/technical courses.
- Approximately 25 percent of part-time instructors reported that they received retirement income (as compared to 10 percent of full-time instructors).
- Approximately 75 percent of part-time instructors reported additional employment, with 27 percent reporting additional full-time employment.

- From 16 to 18 percent of the part-time instructors teach at more than one community college district.
- Most instructors that taught at multiple districts taught at only two districts.
- Approximately 6 percent of part-time instructors taught nine or more credit hours/units between multiple districts (nine units is equal to 60 percent of a 15-credit unit load, the threshold for full time employment).
- One-third of part-time instructors reported applying for a full-time position. Those working at multiple districts reported applying for full-time positions with the same frequency as other part-time instructors.
- Half of part-time instructors reported interest in accepting a full-time position. The rate of reported interest by multi-district part-time instructors is also around one half.

Comparison of populations

- Full-time and part-time instructors are demographically similar when compared on the basis of average age, gender, and race.
- Part-time and full-time instructors bring different levels of experience and education to their positions. Approximately 94 percent of full-time instructors reported having a Masters or doctoral degree whereas 79 percent of part-time instructors had similar credentials. Full-time instructors had 19 years of teaching experience compared to 12 years for part-time instructors.
- Full-time instructors reported spending 81 percent of their time on teaching-related activities, defined to include instructing classes, preparing for classes, grading, and holding office hours.
- Part-time instructors reported spending a greater portion of their time on teaching related activities than did full-time instructors.

3 Context for the Commission's Recommendations

Commission principles

The Commission is committed to an educational environment that exemplifies equality and educational opportunity, as well as a focus on student and institutional achievement and accountability. It is based upon these principles that it examines the issues surrounding the question of part-time faculty compensation and by which it is ultimately guided in the development of policy options.

Community colleges are charged with the mission to admit anyone over 18 years of age who is capable of profiting from the instruction offered. Meeting its broadly stated mission requires that the community colleges maintain affordability, while advancing quality instruction for students and adapting course offerings to reflect the changing needs and desires of their local communities.

Although the AB 420 study did not specifically assess measures of quality, it is essential to acknowledge that the educational experience of students is impacted by both access to a quality education and affordability. Therefore, it is important to consider both fiscal and programmatic impacts of any policy decision and the effect on student access.

Shared governance

In its past report, *Toward a Unified State System: A Report and Recommendations on the Governance of the CA Community Colleges, 1998*, the Commission noted its concerns with the governance structure of the California Community Colleges. This structure inhibits the ability of the community colleges to function in optimal fashion or operate as a unified State system. Similar concerns and questions were raised in a report issued by the Little Hoover Commission, *Open Doors and Open Minds: Improving Access and Quality in California's Community Colleges*, March 2000.

The Board of Governors is provided with powers of oversight and general supervision with the caveat that as much local authority and control as possible be maintained. The pattern of "shared governance," codified by Assembly Bill 1725 results in most campus decisions (academic, fiscal and administrative) being reached through the extensive participation of faculty and other constituent groups. The Postsecondary Education Commission has articulated its view that there is a need to better balance responsibility, authority and accountability assigned to the Board of Governors, the California Community Colleges Chancellor's Office, and local boards commensurate with the role assigned to each. It is these same concerns which contribute to the difficulty in resolving the question of compensation for part-time faculty.

The capacity of the California Community Colleges, individually and collectively, to meet a variety of challenges, including the issue of part-time faculty compensation, requires the ability to have a system wide or statewide perspective that is balanced with local needs. The Commission envisions a form of governance that places greater emphasis on the components of partnerships, cooperation, and effective articulation of state, regional and local interests.

Greater freedom from prescriptive statutory mandates and the flexibility to pursue policy priorities through varied means is required by both the Board of Governors and the local trustees in providing appropriate guidance, support and accountability of the community colleges' operations. Legislative action, particularly when applied to the details of the operation of the community college system of education, can work against the development of strong and effective boards and institutions and undermine the functioning of the shared governance process.

In 1961, the Legislature enacted the 50-percent law (Section 84362 of the Education Code) which mandates that in each fiscal year, community college districts must spend 50 percent of their current educational expenses on salaries for classroom instructors. The intent of the Legislature was to reduce class size and increase the effectiveness of classroom instruction.

From 1976-1986, over 1,750 provisions concerning community colleges were added, amended, or repealed in the Education Code. These changes included the enactment of the Educational Employment Relations Act in 1977 which established collective bargaining rights for instructors for issues such as wages, hours, and terms and conditions of employment. Education Code section 87482 established the threshold for full-time employment by defining part-time instruction as 60 percent or less of a full-time load within a community college district.

In 1988, the Legislature enacted AB 1725 which, among other things, establishes the goal that at least 75 percent of the hours of credit instruction in the community colleges should be taught by full-time instructors. Program improvement revenues were granted as a means of encouraging the hiring of full-time instructors. While the intention of the Legislature has been to bring about specific actions at the district level, the effectiveness of these efforts in making progress toward the goals of the Legislature is uncertain.

Market discussions

As identified in the accompanying consultant report, there are polarized views of the part-time faculty compensation question. One perspective argues that the market determines equity; another maintaining that equity is not achieved until there is comparable pay for comparable work. Much of the literature surrounding the topic further identifies market conditions as being a crucial element in varying increases or decreases in salary.

In this study, the observation that the relative difference in the salary of part-time and full-time faculty is consistent in comparable states suggests that the mechanism at work may be market forces. The study also found that the differences in part-time compensation throughout California were explained by a single factor: the geographic location of the community college district, another potential indication of the impact of competitive labor markets.

Literature on this subject recognizes the impact which market forces play in determining part-time faculty salary, but is less clear that these forces alone can lead to appropriate compensation levels. A key factor in the staffing of community colleges lies in the short-term and part-time nature of the majority of the students within a community college system (Leslie, Kellams, and Gunne, 1982). The efficient achievement of appropriate community college faculty staffing therefore requires flexibility in hiring in order to meet the changing needs of students. At the same time, the conflicting, multiple, and ambiguous organizational goals of faculty and the institution, as well as the diffuse nature of decision-making authority, both unique to academic organizations, lead economists and organizational analysts alike to a litany of doubts that appropriate levels of compensation in higher education can be determined from the perspective of either equity theory or labor-market theory. (Hearn, 1999).

While further study is required to ascertain whether there is a cause and effect between market determination of salary and its impact on student learning, the Commission is compelled to note a potential concern: If the duties for which part-time faculty are compensated do not include or allow for student access to faculty, the quality of the learning experience could be compromised. The Commission recognizes that there is a need to achieve a balance between the market forces which may explain current salary levels, and the expectation that students be provided with a consistent educational experience regardless of the instructor's employment classification status.

Student access/ affordability

The community colleges are the major point of affordable entry to postsecondary education for California residents. As previously noted, the affordability of the community college system is key to ensuring its ability to meet its stated mission to admit anyone over 18 years of age who is capable of profiting from the instruction offered. Particular challenges to the maintenance of affordability include the variation throughout the state in compensation and operational costs, as well as continually changing enrollment demands.

Part-time faculty clearly play a role in ensuring the community college districts the unique flexibility to swiftly adapt to provide course offerings which accurately reflect the needs and desires of students. As a lower cost staffing alternative, part-time faculty may also have played a role in ensuring the affordability of community college districts. Policy options for addressing the issues surrounding part-time faculty compensation must preserve the flexibility of local college governing bodies and administrators to efficiently manage resources to meet changing local needs.

Accountability

Ultimately, the Board of Governors and the Chancellor rely upon local districts and colleges to translate policy priorities into structures, mechanisms, and practices to achieve desired statewide goals. Successful implementation of policy requires clarity in the goals and appropriate delegation of authority for devising and implementing effective strategies to achieve goals. System-wide direction and support is essential, although local boards must be held accountable for devising strategies and documenting effectiveness in achieving statewide goals.

The management of available resources needs to be accomplished in a manner that is consistent with state policy priorities yet tailored to meet local and regional constituent needs. Local governing boards should reflect in policy and practice not only local interests but also statewide needs. At the same time, they have an obligation to be responsive to local needs that may or may not be aligned with statewide policy priorities.

Targeted vs. comprehensive approach

Addressing disparity for one group of part-time faculty does not resolve the overall questions and concerns regarding part-time faculty compensation. However a comprehensive approach requires significant expense and does not target responses to appropriately respond to the varying needs of part-time faculty.

Study findings and literature indicate that not all part-time faculty are the same. Portions of the population report they have additional full-time employment or receive supplemental retirement income. Motivations for working differ among part-time faculty as does their interest in securing full-time employment. The needs of all part-time faculty are not the same with regard to intrinsic and extrinsic motivations.

Prioritization of potential responses should be based upon an assessment of several factors. Whether the response is targeted or comprehensive, there should be an element of accountability, and progress in achieving goals should be measurable. Aside from the direct dollars allocated to a proposal, there should be an assessment of any associated infrastructure costs necessary for implementation. An effective proposal will complement the goals of the institution for providing affordable access to higher education and preserve those characteristics of part-time faculty which have made them necessary in order for districts to respond to changing local needs.

Ultimately, there must be an assessment of the overall impact to students. Access to faculty must be preserved and there should be recognition of any unintended incentive for the increased use of part-time faculty in a situation where a full-time instructor may have been hired.

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The Commission's Recommendations on Part-Time Faculty Compensation

Policy alternatives

The California Postsecondary Education Commission recognizes, at its most fundamental level, that state policy makers will need to decide the appropriate role of the State in addressing the differences in compensation, while the existing governance structure provides that these matters are negotiated and entered into locally.

If the response is to provide financial support, what expectations are there for a role for the Board of Governors, the State and for local governing boards? Does the intervention of the State then circumvent local collective bargaining agreements? If the State chooses to provide funding it should be accompanied by structures and mechanisms which ensure ongoing accountability by local districts and faculty groups. If the response is not to intervene in the existing decision-making processes, what changes, if any, should be considered by policy makers including governance related issues, financial support for community colleges, compensation and related matters? The Commission believes that once the policy is determined, it can offer an action plan intended to focus on the desired policy goals.

The following recommendations provide alternatives through which more comparable salaries could be achieved and highlight areas of concern which emerged in conducting the study.

Policy recommendations

1. The Commission recommends that statewide policy be articulated regarding the minimum/core functions which faculty within the California Community Colleges are expected to provide. Once established, the State may choose to become involved in the support of core function activities, while overall salary decisions are left to the determination of local districts and allowed to reflect responsiveness to local market forces, collective bargaining negotiations, or other priorities/concerns identified by local districts.

The study findings indicate that there is no consistent definition of those core services which should be available to students through their course instructors, regardless of their employment status. While this lack of definition contributes to the inconsistent practices regarding compensation across the state, it more importantly allows the potential for student needs to be compromised.

For instance, the Commission recommends that faculty, whether full-time or part-time, should be accessible to students outside of class time through office hours. While the study did not assess whether the provision of office hours impacts the quality of instruction, the Commission believes that the statewide policy should recognize that faculty accessibility is a critical component for student learning. The success of such a proposal is reliant upon local districts being charged with the responsibility of implementing a statewide policy for the system, while being held accountable to the Board of Governors for documenting their progress in this regard.

2. The Commission recommends that local community college districts be encouraged to develop salary schedules for part-time faculty members which have structures more comparable to that of full-time faculty. In addition, there should be further exploration of those districts where the difference between full-time and part-time faculty salaries is smallest to identify successful strategies employed which might feasibly be extrapolated to other districts.

As noted in the accompanying consultant report, while the structures of salary schedules do not cause differences, they can compound salary differences. Commitment of any new resources can only be effective if it is accompanied by structures and mechanisms which maintain any progress made in achieving more comparable pay between full-time and part-time faculty. Closer review of specific districts can provide information on alternate forms of compensation, local bargaining structures, the allocation of limited resources, or other factors and strategies which may contribute to their progress toward parity.

3. The Commission recommends local community college districts examine the current distribution of compensation resources among part-time and full-time faculty within their district, particularly in those districts where the difference between full-time and part-time faculty salaries is greatest.

Adherence to historical patterns of resource distribution may be further contributing to the significant differences identified between full-time and part-time faculty salaries. One example of such a pattern is the differential cost-of-living adjustments (COLAs) which are provided to full-time and part-time instructors. A more uniform provision of COLAs would help to maintain comparability between full-time and part-time salaries.

Similarly, in some districts, compensation for activities such as overload instruction may be impacting the pool of resources available to increase overall part-time faculty compensation. Determination of the distribution of compensation resources is impacted by local bargaining activity. Implementation of any changes resulting from such a review would therefore require the participation and cooperation of faculty groups as well.

4. The Commission recommends further exploration of how community college districts could provide benefits as a component of compensation.

While the study results indicate that benefits are a lower priority than salary, the finding should not be interpreted to imply that benefits hold no value for part-time faculty. A sizable population of part-time community college faculty do not have access to benefits. For some districts, their volume and actuarial experience may allow for a benefits package which has greater value than the actual cost to provide the benefits.

It is important to recognize that benefits are another component of compensation and, while survey results indicate that salary is viewed as more important than benefits, access to benefits may still provide added value in the compensation package. Further examination of how benefits are delivered at the campus level and what factors influence whether or not benefits are desired or offered should be conducted.

5. The Commission recommends an ongoing comprehensive, centralized, and independent data gathering effort to provide policymakers with information on both part-time and full-time faculty.

The study commissioned in AB 420 was required to draw comparisons between the compensation of full-time and part-time community college faculty. The Postsecondary Education Commission's pursuit of original data collection was necessitated by the lack of data from any source to provide information necessary for making informed policy decisions.

However, an examination of part-time faculty trends and patterns in California Community Colleges is only one element of broader policy questions which impact overall faculty issues. As the increased enrollment demand projected by this Commission is realized, part-time faculty are critically intertwined in the broader issues of - the supply and demand of overall faculty by discipline and system, recruitment, replenishment and retention strategies, diversity, compensation, incentives, retraining, and quality. A comprehensive, centralized, and independent longitudinal data gathering and analysis effort is essential to inform ongoing policy discussions and to document the effectiveness of any strategies employed for achieving identified goals not only for the community colleges, but for all public higher education institutions.

5 Future Areas of Study/Conclusion

WHILE THE FOCUS of AB 420 was a comparison of the employment, salary and compensation patterns of community college part-time and full-time faculty, several related areas of interest emerged throughout the course of the study. Many of the questions surrounding the use of part-time faculty fell outside the scope of this study. While by no means an exhaustive list, the following areas of future study can provide decision makers with important information for the formation of policy directives regarding the use of part-time faculty.

Areas of future study

Quality Issues: An assessment of the impact of part-time faculty instruction on educational quality was beyond the scope of this study. While literature discusses the variety of advantages and disadvantages surrounding both full-time and part-time faculty as instructors, additional study would be necessary to identify and evaluate factors which directly impact educational quality.

Staff Development: In addition to benefiting students, identification of skills and training which result in effective teaching methods can result in improved job satisfaction, and retention for both full-time and part-time faculty. Closer examination is necessary to identify training and instruction methods which achieve identified goals and student outcomes, such as increased transfer rates and academic preparedness.

Full-time/Part-time Faculty Ratio: Prior legislation has established 75:25 as a model ratio of full-time to part-time faculty and has provided funds to encourage movement toward that goal. Literature and researchers both identify that an appropriate ratio is affected by a variety of factors. The goals of an institution or program can vary among and within districts. In certain cases, the needs of the community college district and students may be best served by part-time faculty with specific expertise or experience not achieved within a full-time classroom setting. Further examination is necessary in order to discuss and identify factors which may impact the ratio of full-time to part-time faculty.

Working conditions: In the process of the surveys and literature review, we received commentary and information on other elements which impacted the experience of part-time instructors and could affect their ability to effectively instruct students. These included the provision of office space, clerical and administrative support, access to computing services, evaluative processes, and a variety of other working conditions. Both the administrator and faculty surveys indicated that there is inconsistent availability of these support services for part-time faculty. Additional study would be necessary to accurately identify any challenges districts might face in providing these support services and the eventual impact the availability of these services may have on quality instruction for students.

Non-Credit Instructors: The scope of this study was limited to community college credit instructors. Part-time faculty generally provide non-credit instruction in remedial and/or vocational courses and there are often separate compensation structures for credit and non-credit instructors. Aside from compensation, the issues and goals surrounding non-credit instruction may differ significantly from those for credit instructors. Additional study is needed to ascertain any differences in compensation and related issues.

Non-teaching Faculty: Faculty includes staff that are instructors, librarians, counselors and administrators. This study focused exclusively on teaching faculty. The issues faced by teaching faculty, however, are shared in some part by other non-teaching or instructional groups as well. An assessment of duties and tasks, compensation and work conditions for these faculty is necessary before any discussions of comparability of their work can be conducted.

Crossover: While some community college full-time faculty members surveyed reported they had previously been part-time faculty, we had little information to assess the level of crossover between part-timers and full-timers. At the same time, both this study and national research indicate that approximately half of part-time instructors have an interest in full-time employment. Closer examination of district policy and practices could identify the extent to which part-time instruction is a pathway to full-time employment and enlighten policy makers as to whether granting rights of employment complements other goals of the California Community Colleges regarding faculty employment.

Case Studies: This study provided information on system-wide patterns of compensation for part-time faculty based upon a review of 22 sample districts. The study revealed that there is great variability in compensation practices throughout the state, some of which may be related to regional differences as well. A more focused review of districts at both ends of the compensation spectrum can highlight some of the unique challenges faced, and strategies evolved, in determining community college part-time faculty compensation levels.

Staffing Needs by Discipline: The study indicated that the use of part-time faculty differed by discipline. We also received information that the difficulty in recruitment of qualified faculty varies by discipline. Currently, community college faculty are compensated without regard to the discipline they teach. Further study is necessary to determine whether the supply of both full-time and part-time faculty across disciplines is sufficient to meet student demand and to determine whether variation of compensation by discipline can impact the supply of faculty in particular disciplines.

Conclusion

During the 1999-2000 academic year, the California Community Colleges served approximately 1.5 million students, representing 72 percent of the total number of students in California's public system of higher education. The Postsecondary Education Commission projects enrollment to increase by 714,000 additional students, over and above the fall 1998 enrollment, by the year 2010. The bulk of these students will be served by the California Community Colleges. Part-time faculty are likely to play an increasingly important role as California attempts to meet the upcoming challenge of supplying the number and quality of instructors necessary to meet these students' needs.

The findings of this study confirm that the compensation of part-time faculty is less than that provided to community college full-time faculty for the same instructional activity, and that the difference is not the result of lower education levels or experience. Policy makers can choose to let the existing situation continue, recognizing that it results in districts maintaining a viable labor pool from which to meet their staffing needs. However, this study also provides new information on compensation patterns, employment patterns, and demographic data, providing a framework from which to consider a range of policy options. Inherent in any discussion of policy surrounding part-time faculty must be consideration of the means by which we continue to affordably provide a consistent quality of experience for California's students.

Appendix A

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION – AB 420 CALIFORNIA COMMUNITY COLLEGES PART-TIME FACULTY SALARY STUDY

SUBMITTED TO:

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- Community College faculty that responded to the CPEC-MGT AB 420 Faculty Survey.

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EXECUTIVE SUMMARY

MGT of America, Inc. (MGT) was engaged by the California Postsecondary Education Commission (CPEC) to assist with the completion of a study that compares salary and compensation of full- and part-time California Community College system faculty. AB 420 (Chapter 738, Statutes of 1999, Wildman) mandated, among other things, that CPEC undertake:

> *A comprehensive study of the California Community College system's part-time faculty employment, salary, and compensation patterns as they relate to full-time community college faculty with similar education credentials and work experience. The study shall include a representative sample of urban, rural, and suburban community colleges in California and shall also refer to similarly situated community colleges in other states.*

AB 420 also specifies that the report should include policy and fiscal recommendations that will allow the California Community Colleges to achieve pay equity between full-time and part-time faculty.

The primary goal of this study is to provide a balanced, objective, and complete review of the issues outlined in AB 420. MGT designed an overall study approach that utilized a combination of quantitative and qualitative research techniques to answer the questions posed by AB 420. The CPEC provided assistance gathering data, facilitating communication between MGT and the AB 420 Advisory Group, reviewing current literature, developing and designing surveys, and providing guidance and input throughout the study.

MGT and the CPEC gathered national, state, and local data and information regarding community college faculty demographics, employment history, work activities, compensation (salary and benefit) levels, and employment agreements. Additionally, original data were collected for a sample of California full-time and part-time instructors by surveying faculty and administrators. Demographic, employment, salary, and activity profiles of California faculty were compared, where possible, with national, out-of-state, and other California profiles of comparable faculty. For instance, we compared the profiles developed from the survey data with data from the CCC Chancellor's Office and the National Center for Education Statistics. Overall, California faculty characteristics are consistent with those seen in other states and nationally.

To conduct the compensation comparison required by AB 420 MGT and CPEC gathered compensation information from the AB 420 faculty survey and California collective bargaining agreements. The comprehensive comparison involves two components: (1) conversion of full-time and part-time salary into comparable units, and (2) review and consideration of the salary schedule structure that creates the parameters for compensation. Overall the data sources yielded similar results and trends.

Part-time faculty salaries were converted to a full-time equivalent for comparison purposes. Because the activities that full-time and part-time faculty are paid to conduct differ, we adjusted the full-time salaries to represent the salary that is associated with teaching-related duties only. The results indicate that nationally and in California, part-time faculty make less than their full-time counterparts, controlling for age, years of experience, and educational credentials.

This study also included assessment of particular characteristics of part- and full-time instructors to better understand their attitudes and perceptions of employment. For instance, approximately 25 percent of part-time instructors are retired from another profession, compared to 10 percent of full-time instructors. Also, approximately three-quarters of part-time instructors work other part-or full-time jobs. Approximately 6 percent of part-time instructors combine part-time teaching jobs from multiple CCC districts to teach 60 percent or more of a full-time workload, or approximately 9 or more credit units/hours.

These findings provide new and useful information for considering policy alternatives to address pay differences between part-time and full-time instructors. Significant differences exist between part-time and full-time instructor salaries throughout the CCC system. There are a handful of districts making efforts to close the differences through innovative salary schedules, higher hourly wages, and/or compensation for activities other than instruction time. These practices appear to have emerged most often in areas with highly competitive labor markets, where CCC districts must compete with other colleges, industries, and businesses to attract full-time and part-time instructors. Opinions about whether this type of system is functional or broken depend in large part on one's perspective. There are generally two distinct camps of thought—those that believe a market driven approach results in an equitable pay structure and those that believe that equity is achieved only when equal pay is provided for equal work.

Based on the new information about full-time and part-time compensation patterns, activities and tasks, the prevalence of part-time instructors working full-time or near full-time loads, and demographic data presented in this report we lay out a framework for decision-makers to develop and consider policy alternatives. The first step involves deciding on a definition of equity—market driven, equal pay for equal work, or a blending of definitions. The next step requires considering potential trade-offs that accompany policy options as either intended or unintended consequences. We suggest that these include access, affordability, and accountability. Finally, decision-makers must also consider the execution and implementation of chosen alternatives. Based on our assessment of pay differences between part- and full-time CCC instructors, if decision-makers are interested in moving California towards a system that support equal work for equal pay, we suggest the following alternatives.

- ***Salary Schedule Structure.*** Salary schedules outline the parameters for compensation to full- and part-time instructors. Salary schedules that have more steps and columns for full-time instructors and less for part-time instructors may not be the cause of differences, but certainly reinforce differences. For instance, a full-time instructor's salary may increase with every added year of experience, whereas a part-time instructor may have to wait several years for an increase that may or not be comparable. Alternatively, salary schedules that are constructed to provide comparable salary progress to full- and part-time faculty avoid compounding salary differences.

  We found that generally differences in part-time and full-time salaries were less among those districts that have salary schedules with comparable structures. The state could encourage or require districts to examine their salary schedules and make modifications to support more comparable salary compensation between part-time and full-time faculty. Such changes would probably require the state to provide incentive or full funding for the reviews and contribute to the added salary costs for modifications to the salary schedules. Depending on how the state structures the reviews and requirements for salary schedule modifications the state cost could range from less than $1 million to over $200 million.[1] If CCC districts must bear some or all of the costs of these activities there may be an impact on access and the affordability at the CCC districts. In addition, when structuring this alternative consideration of local control and accountability should be made.

- ***Cost-of-Living Adjustments.*** Cost-of-living adjustments (COLAs) are provided to full- and part-time instructors so that salary levels keep pace with inflation. Salary schedules are updated to reflect COLA increases across all steps and columns. Such increases are provided above and beyond regular step and column salary increases. To maintain comparability between full- and part-time instructors COLA increases should be uniformly provided. Differential COLAs for full-time faculty serve to increase differences between full-time and part-time compensation. Decision-makers have several options to insure that COLAs are provided uniformly. At the district level, administrators can monitor their collective bargaining negotiations to insure that the same level of COLA is provided. The Chancellor's Office could ask that CCC districts report information about salary schedule structure and/or COLA amounts whenever a district's contract terms change. This alternative could have some impact on the level of funding required for salaries. In the short-term the costs would be relatively small, but the amount would be compounded over time.

- ***Targeted Versus Comprehensive Approach.*** Community college instructors teach for a variety of reasons. For some the financial incentive does not drive their decision to teach because they are either retired or have

---

[1] The low cost option would be to perform a study or series of studies of salary schedules. Costs increase dramatically when salaries are increased for some or all part-time faculty. We estimate that the costs to

other employment. In other cases, part-time instructors teach as a primary career and are awaiting full-time employment. Decision-makers must determine what type of results they hope to achieve and whose needs must be addressed. In addition, decision-makers must consider resource constraints. The CCC Chancellor's Office and other stakeholders have identified the "freeway flyer" population of part-time instructors as a population in need of pay equity. We estimate that there are approximately 6 percent of part-time instructors who teach more than 60 percent of a full-time instructional workload by combining jobs from multiple community college districts. Increasing salary for this segment is significantly less expensive than a comprehensive approach. Decision-makers must assess whether this meets their goal of equity and what impact the additional costs will have upon access and affordability.

- ***Benefit Equity.*** Although most of the debate on part-time community college faculty compensation in California focuses on pay rates and salary amounts, the total compensation package includes much more. The provision of benefits can be a large expense for employers—including community colleges. Providing a full-time employee in the California community colleges with a complete benefit package (health, dental, vision, and retirement) can total 20 percent to 30 percent of the salary. Therefore, an employer's out-of-pocket costs for an employee is approximately 130 percent of the individual's salary. This does not include the value or cost of providing vacation and sick leave benefits.

"equalize" part-time CCC pay for credit instructor is between $160 million and $245 million annually (see Appendix E for details).

Given the expense associated with providing benefits, hiring part-time faculty (who are not often provided with benefits) can result in a substantial savings when compared with hiring comparable full-time faculty. Because of these savings, community college districts have often been accused of balancing their budgets by hiring part-time faculty. When we examined the faculty survey data, we saw a marked difference in the benefit package provided to full- and part-time faculty. However, the majority of part-time faculty receive benefits elsewhere and that part-time faculty do not rank benefits as being highly important when they consider employment opportunities.

- ***Working Environment Equity.*** Working environment or working conditions includes such things as seniority/rights of rehire, faculty evaluation procedures, faculty evaluations, office space, allocation of technical resources, clerical/administrative support, as well as some intangibles such as college administrator's support for and attitude towards faculty.

Discussions about creating equity should include an evaluation of options for equalizing environmental factors where appropriate. Further, environmental factors can be equalized in concert with compensation or on their own. For instance, typically full-time faculty have the ability to attain tenure; whereas part-time faculty are typically hired on a term-to-term contract. An option for equalizing environment would be to provide some type of seniority or rights-of-rehire policy for part-time faculty. Additionally, evaluation procedures represent another area of faculty working environment that can be considered for equalization. Evaluation procedures for full- and part-time faculty currently differ among districts. This is due, in part, to the evaluation procedures described in state law.

Many decisions must be made to develop policies that address equity concerns of part- and full-time CCC instructors. Decision makers interested in reducing pay differences can focus their attention on the structure and content of salary schedules and the provision of COLAs, clearly identify target populations, consider equalizing benefits and other working conditions and terms.

1.0 INTRODUCTION

The California Postsecondary Education Commission (CPEC) engaged MGT of America, Inc. (MGT) to assist with a study comparing compensation patterns of full-time and part-time California Community College (CCC) system faculty. In response, MGT prepared this report, which presents the following information:

- MGT's understanding of the history and issues relevant to CCC compensation.
- Findings based upon a review and analysis of data gathered from various sources as well as information gathered through original data collection.
- An outline of policy options for the California Legislature to consider to "equalize" compensation for part-time CCC instructors.

1.1 History of AB 420

In 1999 the Legislature approved AB 420 (Chapter 738, Statutes of 1999, Wildman), which modifies the provision of benefits to part-time California Community College faculty.[1] In addition, the bill requires the California Postsecondary Education Commission to conduct the following:

> *...[A] comprehensive study of the California Community College system's part-time faculty employment, salary, and compensation patterns as they relate to full-time community college faculty with similar education credentials and work experience. The study shall include a representative sample of urban, rural, and suburban community colleges in California and shall also refer to similarly situated community colleges in other states.*

---

[1] Appendix A contains the complete text of AB 420.

Although AB 420 was passed in October of 1999, funding was not authorized to complete the study until July 1, 2000. In the interim, the CPEC convened the AB 420 Advisory Committee as a means of fulfilling the legislation's requirement that the CPEC "consult various representatives of the education community, including the Board of Governors of the California Community Colleges, community college faculty groups, and other interested parties."[2]

Once funding became available for the study, the CPEC hired MGT to assist with completing data collection, analysis, and documentation of findings. The CPEC plans to issue a separate report that will incorporate its recommendations and MGT's findings.

1.2 ***Requirements of AB 420***

AB 420 mandates the following:

(1) A comparison of salary and benefit levels for full-time and part-time CCC faculty.

(2) An analysis of the duties and responsibilities of part-time faculty as compared to those of full-time faculty.

Historically, California's community colleges have hired part-time faculty to meet short-term programmatic needs or to bring in content experts to teach specific courses. Generally, the current salary schedules compensate part-time faculty for actual instructional time and for grading coursework and preparing course notes and information. There are a handful of districts that compensate part-time faculty for holding scheduled office hours. In comparison, full-time faculty receive compensation for professional practices such as governance, curriculum development, advising, and holding office hours, in addition to instructional time.

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[2] *Education Code*, Section 87482.4. (Appendix B contains a complete list of Advisory Committee members and their affiliation.)

Some community college stakeholders are concerned that part-time faculty are not fully compensated for their work inside and outside of the classroom. Additionally, part-time faculty and other stakeholders charge that a subset of part-time faculty pieces together the equivalent of a full-time teaching load through appointments at multiple community college districts or with other educational institutions. A further concern is that a number of part-time faculty have worked part-time for multiple years, yet they do not qualify for the same pay or benefits that full-time faculty receive.

The Legislature intends for the CPEC's AB 420 study to assess these issues through a balanced and objective quantitative and qualitative review. The legislation outlines the following specific requirements for the study:

> *The study shall include, but not necessarily be limited to, the addressing of policy options available to achieve pay equity between community college part-time faculty and full-time faculty and shall also include both of the following:*
>
> *(1) A quantitative analysis examining duties and tasks of part-time faculty as compared to full-time faculty. The duties and tasks examined shall include classroom teaching, preparation, office hours, record keeping, student evaluations, recommendations, and other professional practices that compare the similarities and differences between a part-time and full-time faculty position. This quantitative analysis shall also include both of the following:*
>
> *(a) An examination of whether part-time faculty salaries vary significantly among community colleges and the factors that are associated with any salary differential.*
>
> *(b) Data concerning the salary compensation pattern for part-time community college faculty in California and in similarly situated community colleges in other states, and the disparity between*

part-time and full-time compensation for the equivalent education and experience.

(2) An identification of specific policy and fiscal recommendations that would enable the California Community Colleges to achieve a compensation schedule that achieves pay equity for part-time faculty. (Education Code, Section 87482.4)

1.3 ***Scope of the AB 420 Study***

As described above, AB 420 specifies that the scope of this study include an analysis of full-time and part-time faculty compensation, duties, and tasks. During the course of planning and executing the study, MGT provided additional definition to the scope to isolate comparable groups of full-time and part-time faculty for examination. The resulting analysis quantifies salary differences by faculty and district characteristics, examines the differences in the provision of benefits, and details differences in job duties and activities.

MGT gathered basic demographic information, such as gender, age, and ethnicity, to verify the validity of the sample population used in the study of CCC faculty. However, MGT did not attempt to determine whether differences in compensation are linked to gender, age, or ethnicity. Studies that attempt to discern a pattern of differences in compensation linked to these characteristics are known as disparity studies and are beyond the scope of the AB 420 study.

The AB 420 study was limited to teaching faculty only. To ensure that the study population included only faculty performing similar teaching duties, the study excluded librarians, counselors, and administrators with teaching assignments. Additionally, to define a set of full-time and part-time faculty who teach the same course type, this study examined only faculty who teach credit courses; MGT excluded faculty who teach non-credit courses.

Also included is an analysis of the benefits provided to full-time and part-time faculty. MGT did not determine the cost or value of the benefits offered, however, because expenses vary greatly depending upon individual circumstances, co-payment requirements, level of benefit, and other factors. Generally, the cost or value of the benefit package offered full-time faculty is approximately 20 percent to 30 percent of the salary cost.

Although this study examines faculty compensation and duties, it does not include an analysis of the working environment and conditions of full-time and part-time faculty, such as provision of office space, rights of return/tenure, and access to computers and administrative assistance.

Compensation for teaching overload courses is also excluded from this study. The analysis of compensation is based on a 15-credit unit/hour teaching load. Any compensation for teaching in excess of this amount is not included in the analysis.

Finally, this study is limited to the community college system. Faculty within the University of California (UC) and California State University (CSU) systems have been excluded because of institutional differences in faculty compositions (full-time and part-time population proportions) and salary structures. For example, salary schedules at the UC and CSU systems differ across disciplines, but the majority of CCC salary schedules do not.

1.4 ***The CPEC Study and Other Work to Date***

Since the passage of AB 420, several reports on compensation for community college part-time faculty have been issued or initiated. At the request of California Assembly Member Scott Wildman, the California Bureau of State Audits completed a review of faculty compensation in eight community college districts. Collective bargaining units and the CCC Chancellor's Office are also conducting studies. This AB 420 study was conducted independent of any prior or ongoing studies, but to the extent possible and practical, this study contains a review of findings and analysis from the other studies conducted to date.

Likewise, for many years prior to the passage of AB 420, the CCC Chancellor's Office, the CPEC, and various individuals studied CCC faculty salaries and employment trends. In 1982, the Chancellor's Office issued a report on CCC faculty employment that included a percentage breakdown of full-time and part-time faculty, a comparison of office hour requirements, and an assessment of other part-time faculty employment.

Also, the CPEC began releasing annual CCC faculty salary reports in 1979 when the Legislature adopted Supplemental Report Language requesting the reports. The last of these reports, prepared in 1993-94, contained data on mean faculty salaries and highest and lowest-paying districts and a general summary of compensation for full-time, part-time, and overload faculty.

1.5 ***Major Questions Addressed in the CPEC AB 420 Study***

The goal of this study is to provide a balanced, objective, and complete review of the issues outlined in AB 420. To meet this goal, this study answers the following questions:

- What are the duties of full-time faculty? Part-time faculty?
- What are the similarities and differences between the tasks performed by full-time faculty and those performed by part-time faculty? What, if any, are the affects of similarities and differences on compensation?
- How does part-time compensation compare to full-time compensation, with consideration for educational attainment, experience, and regional differences?

- What factors explain any observable differences between full-time and part-time faculty compensation?

- What benefits do part-time faculty receive? How do they compare to those full-time faculty receive?

- What process is used to evaluate full-time and part-time faculty?

- How do part-time compensation levels compare among districts in California? What factors explain any observable differences?

- How prevalent are part-time faculty who teach in multiple community college districts and/or other institutions of higher education in California?

- How does compensation for full-time and part-time CCC faculty compare to compensation for community college faculty in comparable states?

- What policy options are available to the Legislature that might achieve "pay equity?"

1.6 *Organization of the AB 420 Report*

This report consists of six sections:

- Section 2.0 provides background information that creates a context for understanding the current fiscal and policy environment of the CCC system.

- Section 3.0 describes the data and methodology of the study.

- Section 4.0 explains the data used to assess compensation, duties, and task patterns in the CCC system.

- Section 5.0 presents findings based on qualitative and quantitative analyses of compensation patterns.

- Section 6.0 discusses policy options and considerations available to the Legislature to address inequities in compensation between part-time and full-time CCC instructors.
- Following Section 6.0 is a glossary of terms and definitions.

Supporting information used in this study is incorporated in the appendices. Appendix A contains language from AB420 (Chapter 738 Statutes of 1999, Wildman). Appendix B lists members of the AB420 Advisory Committee. Appendix C contains the CPEC Survey of California Community College Faculty and the CPEC Survey of California Community College Administrators. Appendix D includes a technical description of compensation data analysis, survey methodology, sampling procedures, and detailed survey data by cluster. Finally, Appendix E is a description of estimated costs to eliminate pay differences between part-time and full-time faculty.

2.0 RELEVANT HISTORY AND DESCRIPTION OF THE CALIFORNIA COMMUNITY COLLEGE SYSTEM

This section presents information about the CCC system's function, role, and fiscal constraints; the dynamics of the labor market; and other current issues relevant to AB 420. Understanding the situations and circumstances that have formed the CCC system and the environment that the system currently operates in is important to interpreting analytical findings and evaluating policy options.

2.1 Overview of the California Community College System

The CCC system comprises 108 campuses and is organized into 72 districts located throughout California. Based on data reported to the National Center for Education Statistics, in 1999 there were approximately 18,000 full-time faculty and 31,000 part-time faculty members employed by the CCC system. In the 1999-00 fiscal year, the CCC system received approximately 60 percent of its funding ($2.4 billion) from the state and 40 percent ($1.6 billion) from local resources. Within each district, a locally elected Community College Board of Trustees oversees the management of the campuses. Of the 72 districts in the state, 54 are single-campus districts and 18 are multi-campus districts. Exhibit 2.1 is a complete list of the community college districts by type (single-and multi-campus) and size (small, medium, and large). The state provides leadership, direction, and oversight to each community college district through the Office of the California Community College Chancellor and the appointed State Board of Governors.

EXHIBIT 2.1 CALIFORNIA COMMUNITY COLLEGE DISTRICTS BY TYPE AND SIZE

SINGLE-CAMPUS DISTRICTS

SMALL (< 2,875)

- Barstow
- Copper Mountain
- Feather River
- Lake Tahoe
- Lassen
- Mendocino-Lake
- Palo Verde
- Siskiyou
- West Hills
- West Kern

MEDIUM (2,875 - 10,000)

- Allan Hancock
- Antelope Valley
- Butte
- Cabrillo
- Citrus
- Compton
- Desert
- Fremont-Newark
- Gavilan
- Glendale
- Hartnell
- Imperial
- Marin
- Merced
- Mira Costa
- Monterey Peninsula
- Mt. San Jacinto
- Napa
- Redwoods
- Rio Hondo
- San Luis Obispo
- Santa Barbara
- Santa Clarita
- Sequoias
- Shasta-Tehama-Trinity
- Solano
- Victor Valley
- Yuba

LARGE (> 10,000)

- Cerritos
- Chaffey
- El Camino
- Long Beach
- Mt. San Antonio
- Palomar
- Pasadena
- Rancho Santiago
- Riverside
- San Francisco
- San Joaquin
- Santa Monica
- Sierra
- Sonoma
- Southwestern
- Yosemite

MULTI-CAMPUS DISTRICTS

SMALL (< 20,000)

- Chabot-Las Positas
- Grossmont-Cuyamaca
- Kern
- Peralta
- San Bernardino
- San Jose
- San Mateo
- South Orange
- West Valley

MEDIUM (20,000-40,000)

- Coast
- Contra Costa
- Foothill-De Anza
- Los Rios
- North Orange
- San Diego
- State Center
- Ventura

LARGE (> 40,000)

- Los Angeles

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According to its Chancellor's Office, the CCC system has the following mission:

> *By law the California Community Colleges shall admit any California resident and may admit anyone who is over 18 years of age and who is capable of profiting from the instruction offered. The colleges may also admit any nonresident possessing a high school diploma or the equivalent thereof.*
>
> *Primary missions of the colleges are to offer academic and vocational education at the lower division level for both younger and older students, including those persons returning to school. Another primary mission is to advance California's economic growth and global competitiveness through education, training, and services that contribute to continuous work force improvement. Essential and important functions of the colleges include: remedial instruction for those in need of it and in conjunction with the school districts, instruction in English as a second language, adult noncredit instruction, and support services which help students succeed at the postsecondary level. Community Services is designated as an authorized function. To the extent funding is provided the colleges may as is needed to facilitate their educational missions.*
>
> *The Board of Governors shall provide leadership and direction in the continuing development of the California Community Colleges as an integral and effective element in the structure of public higher education in the state.*

California has the largest community college system in the United States. During the 1999-00 academic year, approximately 1.5 million students were enrolled full-time or part-time in the CCC system. This translates into approximately 990,700 full-time-equivalent students. The broad academic and vocational mission of the CCC system is reflected by the variety of students that attend CCC courses. According to research, community college students tend to have one of the following goals:

- Complete the first two years of course work to transfer to a four-year college or university.

- Complete a two-year career education or terminal program (vocational–technical training).

- Increase skills through adult continuing education program courses or enrollment in general education programs or develop general life skills and competencies (Greive, 1983, p. 16).

At $11 per unit, classes in the CCC system offer an affordable alternative to California's public four-year institutions for students completing lower division academic coursework. The affordability of the CCC system is important to meeting its broadly stated mission of providing open access to "anyone who is over 18 years of age and who is capable of profiting from the instruction offered."

2.2 *Community College Governance Structure: Local versus State Control*

Throughout the United States, community colleges originated as an extension of public high schools. This was certainly true of the CCC, which was managed by the California Department of Education until 1967. Many of the operational characteristics of the CCC are more similar to California's K–12 system than to the postsecondary education system. For instance, like public schools, the CCCs are locally controlled, receive a significant amount of funding from local resources, are governed by some of the same education code regulations that encompass K–12 education, and salary levels and working conditions are determined through collective bargaining processes.

Although the CCC system shares many characteristics with the K–12 system, in 1960 the State Master Plan for Higher Education declared that the community colleges were to be part of California's system of public colleges and universities, which includes the University of California (UC) and California State University (CSU). The UC and CSU systems offer four-year and graduate degree programs. The CCC system offers two-year degrees and non-degree programs. All three systems are overseen by central administrations. However, the structure of the CCC system makes it a hybrid between the K–12 and higher education systems in California.

The Education Code grants the Boards of Trustees of each local community college district broad authority to set policies and standards. Local Boards of Trustees determine qualifications for hiring staff and faculty, negotiate compensation agreements with collective bargaining units, and direct academic programs. Because 72 individual CCC districts establish their own policies, different compensation patterns for full-time and part-time instructors result.

Like their K–12 counterparts, CCC districts rely on a combination of locally generated resources (i.e., property taxes) and general purpose state funding to underwrite the majority of educational operating expenses (e.g., instructor and staff salaries, maintenance and operation costs, and course and curriculum development). By comparison, the UC and CSU systems are funded mostly through state and federal resources, with only a small portion of their budgets funded by local resources.

Reliance on local resources has had a significant impact on the K–12 and CCC systems. In 1978 California voters approved Proposition 13, which effectively restricted the ability of local entities, including K–12 and community college districts, to raise funds through local property tax increases.[1] Prior to Proposition 13, local areas could vote to increase property taxes for specific purposes, such as funding K–12 and community college education. Since Proposition 13 passed, if additional funding is needed, a local bond measure with a two-thirds majority vote was required.

Another significant policy change that directly affected K–12 school districts and community college districts was the 1988 Classroom Instructional Improvement and Accountability Act, commonly referred to as Proposition 98. Although Proposition 98 makes no changes for the other segments of higher education, it "guarantees"—or obligates the state to provide—a minimum share of the state's General Fund revenues to the K–12 and community college systems. Proposition 98 is designed to protect the level of funding for K–12 and community colleges by guaranteeing that funding increases at least as fast as the total General Fund. Conversely, in recession years, any budget cuts for K–12 and the CCC systems are no greater than cuts in other state-funded programs. While Proposition 98 in effect designates a portion of the General Fund each year to the K–12 and CCC systems, the division of resources between these systems lacks formal definition, an arrangement that results in fluctuations to the amount of resources available to the CCC system year to year.

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[1] Proposition 13 rolled back property taxes to 1 percent of the 1977 assessed property value. It also consolidated as state revenue local property tax revenue and created a system whereby the state allocates this revenue back to local entities for various purposes, including school, community college, flood, and water districts.

Each proposition has consequences for the fiscal environment for the K–12 and CCC systems, and each has both direct and indirect effects on the hiring and compensation practices of local CCC districts. For instance, in response to limited professional growth opportunities, full-time instructors may teach course overloads, which increase their teaching load and income. Additionally, part-time instructors may be hired instead of full-time instructors to accommodate changing enrollment patterns and reduce operating costs. Section 2.3 discusses the role of part-time instructors in the CCC system and the policies that affect the hiring and compensation of part-time instructors.

2.3 *Employment of Part-Time Instructors at California Community Colleges*

CCC Instructors fall into one of three categories:

(1) **Temporary Instructors**—This category includes part-time instructors. These instructors generally work on a short-term contract with no guarantee of rehire. However, some districts give rehire rights to part-time instructors after a specified period of employment.

(2) **Probationary Instructors on the Tenure Track**—Newly hired full-time instructors that serve the first four years as contract or probationary employees.

(3) **Permanent Tenured Instructors**—Full-time instructors employed by the district for more than four years. Permanent tenured instructors have rehire rights.

In all types of employment throughout the nation, the use of part-time employees is most common where there is a production scheduling problem, a cyclical demand for products or services, extended hours of operation, or a nonstandard work load (Nollen, Eddy & Martin, 1978). According to Professor David

Leslie, an expert on the use and working environment of part-time instructors, the trend toward providing more non-tenure than tenure track academic positions appears

> *…to be joint products of several factors: supply and demand imbalances in the academic workforce, developing patterns of work and employment that are unique to individual academic disciplines, changes in the economic foundations and organization of American colleges and universities, and large underlying shifts in patterns of work in American society (1998, p. 1).*

Research indicates that advantages of hiring part-time instructors include:

- Maintaining institutional expertise in current technology by hiring experts with professional backgrounds.
- Using full-time instructors from nearby universities on a part-time basis.
- Employing local high school teachers who offer continuity between high school and community college programs.
- Reducing operating costs because part-time instructors generally receive lower levels of compensation (salary and benefits).
- Increasing flexibility to respond to growth or declines in student enrollment and in fiscal constraints.[2]

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[2] This research includes publications by McGauhey, 1985, p. 38; Munsey, 1986, p. 7 and the CCC Chancellor's Office, 1998, p. 8.

The reasons that people seek part-time employment are as numerous as the reasons that community colleges hire part-time instructors. Professor Leslie and his colleague identify four groups of part-time instructors:

1) **Professionals and Experts**—The largest group, which consists of instructors who teach because they want to, rather than for economic reasons.

2) **Career-Enders**—Faculty who have reached or are approaching retirement age.

3) **Freelancers**—Individuals who elect to teach part-time as a means of realizing their career or life goals through flexible commitments and perhaps teach until their careers "take off."

4) **Aspiring Academics**—This most ambivalent group is seeking tenure-track positions or teaching part-time while writing dissertations.
(Leslie and Gappa, 1994 p. 2).

Additionally, there are those instructors, who are sometimes referred to as "involuntary" part-time employees that teach part-time but would prefer a permanent or full-time teaching job. Some involuntary part-time instructors work full-time, or nearly full-time, by teaching classes in multiple districts. This group is commonly referred to as "freeway flyers" or "road scholars." The CCC Chancellor's Office estimates that approximately 2,500 part-time instructors in the CCC system fall into this category.[3]

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[3] The CCC Chancellor's Office hired an independent consultant to review data on faculty assignments. Based on data from 63 districts that report Social Security numbers to the Chancellor's Office, it estimates that around 2,500 part-time instructors teach at more than one district. (Chancellor Nussbaum, 1999)

The increased use of part time faculty throughout the CCC system mirrors a national trend, which the National Education Association (1997) identifies: "[T]he American Association of Community Colleges reports that the share of part-time faculty members teaching in community colleges increased from 41 percent in 1973 to 65 percent in 1991" (p. 3). Based on our review of data from the CCC Chancellor's Office, approximately 67 percent of CCC system instructors were employed on a part-time basis in 1999.

2.4 Policies Affecting Part-Time Hiring and Employment Conditions

The period between 1976 and 1986 was an active time in the CCC system for making and changing policies. According to the CPEC, during this decade over 1,750 provisions concerning community colleges were added, amended, or repealed in the Education Code (1998, p. 11). Among these changes was the introduction of Education Code, Section 87482, which defines a part-time instructor as any instructor who teaches 60 percent or less of a full-time load in a particular CCC district. In addition to defining the threshold for full-time employment, this section has also been interpreted as precluding part-time instructors from the benefits of tenure.

California has reacted to the increase in part-time instructors in several ways. The California Legislature introduced measures to encourage more hiring of full-time community college instructors and reduce the count of part-time instructors. In 1988 the Legislature passed AB 1725 (Chapter 973, Statutes of 1988), the intent of which is "to recognize and make efforts to address long-standing policy of the board of governors that at least 75 percent of the hours of credit instruction in the [CCC], as a system, should be taught by full-time instructors." To encourage local districts to meet this goal, the CCC system grants them "program improvement" revenues to hire full-time instructors.

For several years the issue of part-time instructors compensation has been addressed by the Chancellor of the CCC system, who acknowledges that "over the past twenty years the gap in pay between full-time and part-time instructors (equal pay for equal work) has not been closed" (Nussbaum, 1999). The Chancellor cites several areas that lack data to help determine a policy that might address these compensation differences. In the course of completing this study, the CPEC and MGT have gathered a significant amount of the data necessary to inform policy alternatives in this area.

AB 420 is the first step in a process to address the differences in instructor's compensation. Policy makers must confront many challenges when determining the appropriate directions, which include, but are not limited to, the following:

- ***Equity must be clearly defined.*** A range of options exists to define equity. At opposite ends of this range are market-driven pay and "equal pay for equal work." Establishing a fair pro-ration of pay or benefits for part-time instructors is difficult, or even impossible, without a clear definition of equity.

- ***Equity concerns may extend beyond inter-district to intra-district discrepancies.*** AB 420 requires a comparison of part-time compensation between districts in the state as well as a comparison of full-time and part-time compensation within districts. Observed inequities from these two analyses are distinct, but to craft a comprehensive policy may require coordinated attention.

- ***Balancing local and state control.*** Compensation practices currently vary from district to district, circumstances that reflect the structure of the CCC system. Currently decisions related to salary levels, benefits, and working conditions are the purview of local districts. Policies created at the state level must consider the effect changes will have on the current practices at local districts. Because of the variety of districts within the state, it is important to carefully and completely evaluate tradeoffs and unintended consequences.

3.0 METHODOLOGY

This section describes the approach taken to collect, review, and analyze data and information for this study and concludes with a discussion of key constraints influencing the completion of this study. Appendix D furnishes a more detailed account of some of the analytical techniques described in this section.

3.1 Division of Work Between MGT and the CPEC

MGT and the CPEC mutually agreed that certain tasks outlined in the work plan for the AB 420 study could be completed most efficiently using CPEC resources. Under this arrangement, MGT designed the overall approach to the study and survey instruments, performed all data analysis, prepared findings and policy options, and was solely responsible for producing this report. The CPEC facilitated all contact between MGT and AB 420 Advisory Committee members; convened and regularly updated the Advisory Committee; reviewed survey instruments; managed the production, distribution, and collection of surveys; managed faculty survey responses; and collected preliminary data and information regarding comparable states and current literature. MGT believes this approach has allowed it to prepare a balanced, objective, and complete review of the issues specified in AB 420 in a timely and efficient manner.

3.2 Existing Data and Information

The CPEC and MGT collected national, state, and local data and information to identify potential resources to answer the questions posed in AB 420. A significant amount of data exists on full-time instructor demographics, employment history, compensation (salary and benefits), employment agreements, activities, and background. However, far less data are available related to part-time instructors within California and nationally.

The existing data and information collected and reviewed include the following:

National and Out-of-State Information and Data

- **National Center for Education Statistics (NCES) Report**—This May 2000 report of instructional faculty and staff in public two-year colleges compares backgrounds, teaching methods, and careers in terms of age, years of experience, and primary teaching discipline.
- **Integrated Postsecondary Education Data System (IPEDS)**—The IPEDS, which is maintained by NCES, is a system of surveys designed to collect data from all primary providers of postsecondary education. MGT used IPEDS data to obtain certain information about national postsecondary faculty.
- **Literature Review**—Studies, reports, and articles related to compensation and employment practices for full-time and part-time community college instructors.
- **Part-Time Faculty Survey Instruments**—Kent State University's statewide survey, and the American Association of University Professors' survey, which MGT and the CPEC referred to in developing the AB 420 study surveys.

California Information and Data

- **Legislation and Government Code**—Existing legislation that relates to part-time and full-time CCC faculty.

- **Part-Time Faculty Survey**—The California Part-Time Faculty Association survey, referred to by MGT and the CPEC when developing the AB 420 study surveys.
- **Literature Review**—Studies and articles related to CCC compensation and employment practices.
- **California Community College Chancellor's Office**—Position papers and assignment and employment data collected from most CCC districts between 1994-95 and 1999-00.
- **Relevant Reports**—Reports from sources that include, but are not limited to, the Bureau of State Audits, collective bargaining units, and independent research.

Local Information and Data

- **Telephone Interviews**—Interviews CPEC staff conducted with the Los Rios and San Diego community college districts.
- **Salary Schedules and Collective Bargaining Agreements**—Collective bargaining agreements from over 50 districts were obtained. However, only the agreements from the 22 districts included in the CPEC-MGT faculty survey were examined in detail.

3.3 Original Data Collection

MGT and the CPEC designed two survey instruments to collect data from faculty and district administrators about workload, compensation, and employment opportunities and practices. These instruments were designed to verify and supplement existing data collections. This section contains an in-depth description of the design of the sampling method, survey instruments, distribution, and data collection strategies used by MGT and the CPEC.

3.3.1 Survey Sampling Methodology

The CCC system employs approximately 49,000 full-time and part-time faculty. MGT and the CPEC surveyed a representative sample of CCC faculty. In addition, MGT and the CPEC surveyed all 72 CCC administrators.

A sample of districts was developed for the faculty survey using a statistically valid cluster sample selection strategy. Five clusters were created that are uniquely described by size, type of district, and area population. The sampling methodology is discussed in greater detail in Appendix D. The goal of the clustering approach was to create groupings of districts that operate in similar labor markets. The following is an overview of the steps taken to create the groupings of districts for the faculty survey.

- Characterizing each district based on the type of region, population size, type of district, and district size.
- Grouping districts of a similar type.
- Creating a subgroup by similar population area. Five groups/clusters were identified.
- Selecting a representative sample (as described by region) from each groups/clusters. In the cases of multi-campus districts, sample districts were selected, yet only one campus within each district was surveyed.
- Confirming that the total number of faculty within the sample selected from each cluster would yield statistically significant results.

Exhibit 3.1 is a summary of the data elements used to assign each district to a cluster.

EXHIBIT 3.1 CRITERIA FOR SELECTION OF SURVEY SAMPLE CLUSTERS

Data Element	Purpose	Category
Regional Information	Isolate regional labor markets.	1 Northern California 2 San Francisco Bay Area 3 Central Coast 4 Los Angeles/San Diego Metro Area 5 Desert Basin 6 Central Valley
Area Population	Classify types of areas within California by population density.	• Rural • Small • Large • Metropolitan
District Type	Recognize different administrative structures and requirements of districts based on the number of campuses.	• Single-Campus District • Multi-Campus District
District Size	Recognize economies of scale at districts of different sizes and types.	*Single-Campus Districts* - Small (less than 2,875) - Medium (2,875 to 10,000) - Large (greater than 10,000) *Multi-Campus District* - Small (less than 20,000) - Medium (20,000 to 40,000) - Large (greater than 40,000)

In total, 22 of the 72 districts were selected to receive the AB 420 faculty survey. Approximately 13,360 surveys were distributed to these districts. Exhibit 3.2 provides a complete list of the sample and the characteristics of the districts selected to participate in the survey.

EXHIBIT 3.2 SURVEY SAMPLE POPULATION

	Size	Region*	Population	Cluster
SINGLE-CAMPUS DISTRICTS				
Allan Hancock	Medium	3	Large	1
Riverside	Large	5	Large	1
Santa Barbara	Medium	3	Large	1
Santa Monica	Large	4	Large	1
Sonoma	Large	2	Large	1
Fremont-Newark	Medium	2	Metro	2
Glendale	Medium	4	Metro	2
Long Beach	Large	4	Metro	2
Desert	Medium	5	Small	3
Feather River	Small	1	Rural	3
Mendocino-Lake	Small	1	Rural	3
Merced	Medium	6	Small	3
Monterey Peninsula	Medium	3	Small	3
Napa	Medium	2	Small	3
Shasta-Tehama-Trinity	Medium	1	Small	3
West Kern	Small	6	Rural	3
Yuba	Medium	1	Rural	3
MULTI-CAMPUS DISTRICTS				
Kern	Small	6	Large	4
Los Rios	Medium	6	Large	4
Coast	Medium	4	Metro	5
Los Angeles	Large	4	Metro	5
San Mateo	Small	2	Metro	5

** Region Legend: 1=Northern California, 2=San Francisco Bay Area, 3=Central Coast, 4=Los Angeles/San Diego Metro Area, 5=Desert Basin, 6=Central Valley.*

3.3.2 ***Survey Instrument Design***

MGT and the CPEC developed two survey instruments—one administered to a sample of faculty and the other administered to Vice Presidents or Directors of Human Resources at all districts. Copies of both surveys are contained in Appendix

C. The CPEC provided MGT with feedback on early drafts of each survey, as well as with final approval prior to the distribution of each instrument.

The faculty survey instrument is divided into five distinct sections:

- **Background Information**—A classification of each respondent by position, full-time or part-time status, teaching discipline, education level, and other demographic information.
- **Work Activities and Tasks**—A profile of the actual and paid activities performed for credit and non-credit instruction by both full-time and part-time survey respondents.
- **Compensation**—Detailed information about sources of employment, income, years of experience, salary, and benefits.
- **Additional Information About Part-Time Faculty**—A supplement to previous questions with information about the number of campuses and institutions where part-time faculty are employed, work load at all jobs, interest in full-time employment, and reasons for part-time preference.
- **Comments**—Any feedback about the survey or additional points of clarification. Survey respondents contributed a variety of comments.

A goal of the administrator survey was to gather certain information regarding hiring practices, working environment and conditions, evaluation practices, definition of part-time faculty, and perceptions regarding the supply of full-time and part-time faculty. The survey attempted to draw out information about practices that may differ for part-time and full-time faculty.

A second goal of the survey was to collect information that builds upon or substantiates information from the faculty survey. For instance, the survey asked administrators about the faculty benefits. Obtaining this information from administrators and faculty allowed MGT to validate and confirm findings. Areas where information from the administrator survey was used are noted throughout the remainder of this report.

3.3.3 ***Survey Distribution and Data Collection***

The CPEC field-tested the faculty survey questions, format, and web-based data collection procedures prior to dissemination. The CPEC also managed survey production and distribution for the faculty and administrator survey instruments and contacted all sample districts to confirm that they were willing and able to participate in the faculty survey.

Faculty Survey. All districts initially selected agreed to participate in the survey. Each district provided the CPEC with a count of full-time and part-time faculty. During the middle of October 2000, surveys were mailed to each district's designated staff, generally the district's Human Resources Director, for distribution. Districts used a variety of methods (mailing to home addresses, placing in campus mailboxes, and/or e-mailing reminders to pick-up surveys from a central location) to distribute the surveys. Respondents were given approximately 20 days to complete and return the survey.

The survey directions specified three methods for submitting responses: (1) access a web-based version of the survey at the CPEC website; (2) fax a paper version to the CPEC; or (3) mail a paper version to the CPEC. To ensure that only one unique response was recorded per respondent, the CPEC coded each survey with a different alpha-numeric code, which was required to access the web site and was recorded for any faxed or mailed surveys.

All survey data entered using the web site were captured in a database. CPEC staff entered surveys received by fax or mail through the web site. The web site was designed to produce an error message if responses were provided in an incorrect format. Approximately 2,870 full-time and part-time instructors returned completed surveys, a response rate of 22 percent. For additional detail regarding the faculty survey response rate, please refer to Appendix D.

Administrator Survey. Directors of Human Resources at all CCC districts were sent surveys in early November 2000. Prior to sending the surveys in the mail, the CPEC notified the Directors through e-mail that surveys were sent to their campuses. Responses to the administrator surveys were sent to the CPEC using e-mail, mail, or fax. E-mail and telephone reminders were made regarding the survey during the third and fourth weeks in November. Administrators were given until the fourth week in November to complete and return the surveys, and completed surveys were given to MGT for data entry. Out of 72 districts 40, or 56 percent, responded to the administrator survey.

3.4 Data and Information for Comparable States

The AB 420 legislation specifies that the study should include comparison to "similarly situated community colleges in other states and the disparity in part-time and full-time compensation for the equivalent education and experience." To qualify as comparable, MGT determined that a state must meet these criteria:

- Offer educational programs focused on academic preparation and vocational training.
- Be governed locally with a role for state oversight.
- Be demographically diverse.
- Have community college districts of varying size.
- Have community college districts located in metropolitan, large, small, and rural cities or areas.
- Have implemented or considered policies that address part-time pay inequities.

Twelve states were identified as potentially comparable. After MGT and the CPEC gathered and reviewed preliminary data, the following states were selected as comparable for the purposes of the AB 420 study: Arizona, Florida, Texas, Virginia, and Washington.

With assistance from the CPEC, MGT gathered information and data about the community colleges at the state and district level from each comparable state. Detailed information about local districts was not available for all states. However, for those districts where information was available, sample districts were selected for comparison based on regional differences (e.g., rural, suburban, and urban settings). Additionally, MGT received written reports on faculty compensation in those states, where available. The next section describes the approach used to review data and information from CCC districts and other states.

3.5 Analytical Methods

This section describes MGT's overall analytical approach. Appendix D contains a detailed description of the analysis of salary data from the faculty survey and from other sources.

3.5.1 Guiding Principles

The following principles were used throughout the course of the study to ensure that all analytical work was conducted in a balanced and objective manner:

- **Use AB 420 as a guide.** The language of AB 420 specifies the questions and type of analysis required to assess the conditions of full-time and part-time compensation for CCC faculty. Detailed analysis and comparison of disaggregated data were also required to control for education level, experience, and region. Additionally, MGT compared data to understand whether or not data based on discipline/subject area and other types of additional employment affected compensation patterns.

- **Use multiple data sources to validate and confirm findings.** Whenever possible MGT used multiple sources of data or information to validate and confirm findings. For instance, MGT used compensation data from three sources: original survey data, salary schedules, and the CCC Chancellor's Office. Additionally, qualitative findings were evaluated for consistency with quantitative information.

- **Use multiple methods to validate and confirm findings.** MGT created multiple methods to analyze data and to test the robustness and sensitivity of its calculations and data interpretations. For example, when analyzing faculty salary information to determine where differences occur, MGT examined salary by specific faculty groupings and tested findings by comparing the mean differences among groups.

3.6 ***Technical Tools***

Several software tools were used to collect, manage, and analyze the data to complete this study. The CPEC delivered data files from the faculty survey and the CCC Chancellor's Office (employment and assignment files for all staff from 1994-1999) to MGT in electronic format. Data prior to 1994 were not readily available because the data were collected and maintained by the CCC Chancellor's Office in a different technical format; however, five years of data were sufficient for the purposes of this study. MGT entered data from the administrator survey, comparable states, and district salary schedules into separate Microsoft Excel workbooks. If necessary, MGT cleaned and sorted data using Microsoft Access. All cleaned and sorted files were converted to SPSS (version 10.0) for the purpose of analysis.

3.7 ***Existing Data Limitations***

This section includes a discussion of important limitations encountered in the study. These limitations were related to the type and quality of data used.

- **Faculty Survey Return Rate**—The response rate for the faculty survey was lower than expected. The relatively low response rate could impact the statistical reliability of the data. In addition, other factors such as sampling and non-sampling bias could also have a similar impact. However, MGT found through comparison of survey data to national studies and out-of state data that the survey data follows similar trends and yields similar analytical results to these alternative sources of data. Thus, MGT is confident that the data collected allowed for a statistically valid comparison between full-time and part-time CCC instructors.

- **CCC Chancellor's Office Data**—The faculty data that the Chancellor's Office maintains, although helpful to this study, have certain limitations. First, districts are not required to report data. Second, the analysis MGT conducted on the Fall 1999 census data may not necessarily be replicable, since this data can be continually updated by the colleges. Third, the Chancellor's Office does not have the resources to verify the accuracy or validity of reported data. Given these limitations, MGT instead used collective bargaining agreements and survey data to analyze compensation patterns. MGT relied on the CCC Chancellor's Office data to validate population and demographic data and to compare findings.

- **Limited Research Available for California and Other States**—Limited research exists regarding compensation levels of full-time and part-time community college instructors. Consequently, a significant portion of the time spent completing this study was dedicated to the design of data collection instruments and actual data collection.

4.0 OVERVIEW OF FULL-TIME AND PART-TIME INSTRUCTOR DATA FOR THE CALIFORNIA COMMUNITY COLLEGE SYSTEM

This section presents information about demographic, activity, and employment characteristics of full-time and part-time instructors who teach credit courses for the CCC system. Most of the data presented are based on responses to the AB 420 faculty survey, which was developed for the purpose of this study. In most cases, data from other sources, such as the CCC Chancellor's Office, nationally reported statistics, and relevant reports, were used to validate and confirm findings. MGT found little variation between the survey data results and these alternative data sources.

As discussed in Section 3, prior to conducting the analysis, MGT statistically weighted survey responses to reflect the distribution of full-time and part-time instructors throughout the state based on regional and size groupings (clusters). Weighting survey responses allowed MGT to make assertions about the entire population of instructors rather than just those who responded to the survey. MGT analyzed the data disaggregated into each of the five clusters that were created for the purpose of sampling but found no significant variation based on the clusters when creating these profiles. For example, when examining the distribution of instructors across discipline area, MGT found no significant difference among the clusters. The distribution by cluster is substantially the same as the distribution for all instructors. Hence, in this section the data are presented from a systemwide perspective, unless noted otherwise. Appendix D includes a table of selected survey information disaggregated by cluster.

4.1 Demographic Profile

According to data from the CCC Chancellor's Office, approximately one-third of CCC instructors are employed on a full-time basis; the remaining two-thirds teach under part-time or temporary contracts.[1] The results of the survey are consistent with these data.

Exhibit 4.1 shows a summary of basic demographic characteristics of full-time and part-time instructors. The distribution of these instructors by gender was fairly equal for both groups: females represented 50 percent of full-time instructors and 49 percent of part-time instructors while males represented 50 percent and 51 percent respectively.

On average, both full-time and part-time instructors were about 50 years of age, but there was a significant difference between the experience level they listed. Full-time instructors reported an average of 15 years of experience teaching at their current district of employment and over 18 years of total teaching experience. By comparison, part-time instructors taught an average of 8.7 years at their current district of employment and had just over 12 years of overall teaching experience.

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[1] Within the part-time population, a subset teaches the equivalent of a full-time or a near full-time load. This population is included in the part-time category for the purpose of this section. Section 5.0 addresses the prevalence of instructors that teach at multiple CCC districts.

EXHIBIT 4.1 DEMOGRAPHIC PROFILE OF CALIFORNIA COMMUNITY COLLEGE INSTRUCTORS

	Full-Time	Part-Time
Employment Status	35%	65%
Gender		
Male	50%	51%
Female	50%	49%
Average Age	50.2 years	50.3 years
Average Years of Teaching Experience in the District	15.0 years	8.7 years
Average Years of Total Teaching Experience	18.5 years	12.2 years
Highest Educational Attainment		
Bachelors, or equivalent	4%	14%
Masters, or equivalent	73%	65%
Doctorate, or equivalent	21%	14%
Other	2%	7%
Ethnicity		
White	69%	77%
Black/African American	3%	3%
American Indian/Alaskan Native	4%	3%
Asian or Pacific Islander	7%	5%
Hispanic/Latino/Spanish/Puerto Rican/Mexican	6%	3%
More than one race	3%	2%
Some other race	1%	1%
Decline to state	7%	6%
Discipline/Subject Area		
Humanities	26%	30%
Social Sciences	11%	14%
Health Sciences/Physical Education	10%	7%
Natural Sciences/Mathematics	25%	15%
Business/Technical	10%	14%
Technical Trades/Vocational	9%	6%
Other	9%	14%

Exhibit 4.1 also shows that the majority of both full-time and part-time instructors surveyed held a Master's degree as their highest academic degree—73

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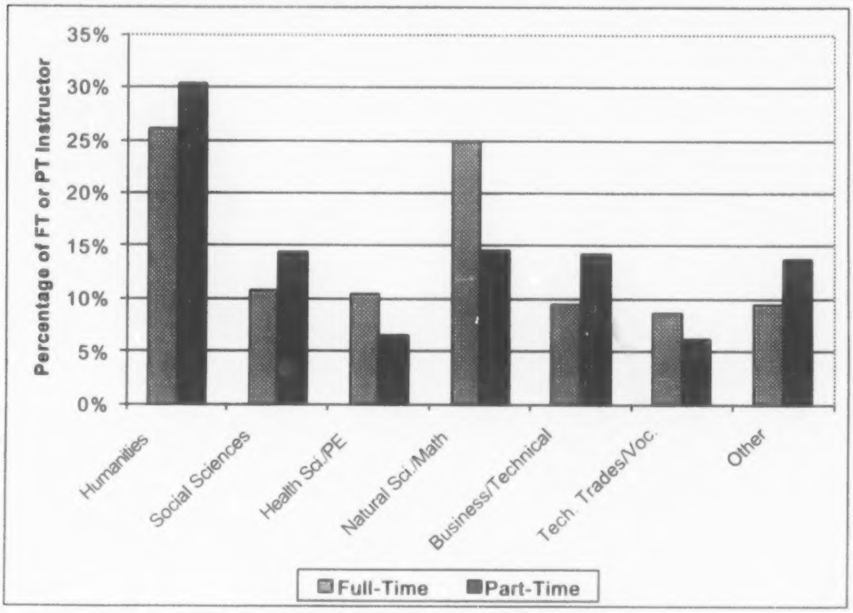
percent and 65 percent respectively. However, notable differences existed between the academic credentials of full-time and part-time instructors. For instance, a higher percentage of full-time instructors had a doctoral degree (21 percent of full-time instructors compared to 14 percent of part-time instructors). Part-time instructors were three times more likely than their full-time counterparts to have a Bachelor's degree as their highest academic degree, and they were also more likely to teach without a four-year degree or higher, possessing instead Associate's degrees, special certifications, or licenses (shown as the "other" category in Exhibit 4.1).

The distribution of full-time and part-time instructors across academic discipline areas also differed significantly. Exhibit 4.1 provides a distribution of full-time and part-time instructors by the discipline in which they taught. The distribution by discipline is also shown in a side-by-side comparison in Exhibit 4.2.

EXHIBIT 4.2 DISTRIBUTION OF FULL-TIME AND PART-TIME INSTRUCTORS BY DISCIPLINE/SUBJECT AREA



Approximately half of the full-time instructors taught in either the humanities (26 percent of all full-time instructors) or natural science and mathematics (25 percent) disciplines. The remaining full-time instructors were split fairly evenly among the other five categories, with an average of around10 percent per discipline area. Appendix D contains a table detailing the breakdown of instructors by degree and discipline taught.

As with full-time instructors, about half of all part-time instructors taught in either the humanities or natural sciences and mathematics fields. However, the distribution across the fields differed for part-time instructors. Around 30 percent of part-time instructors taught in the humanities while about 25 percent of full-time instructors taught in this discipline. The difference for the natural sciences was even greater, with 25 percent of full-time instructors reporting that they taught in this subject compared to 15 percent of part-time instructors. The distribution of part-time instructors across the remaining disciplines ranged from 6 percent to 14 percent per discipline area.

4.2 Activity Profile

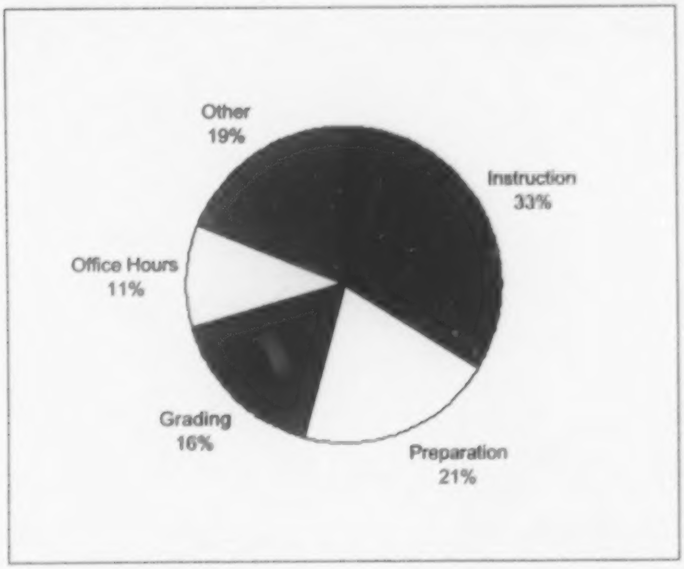
According to the survey responses, full-time instructors teaching credit courses indicated they spent between 46 to 52 hours per week on the following activities: instructing students, preparing for class, grading and record keeping, maintaining office hours, advising or counseling students, participating in college administration, and "other." The collective bargaining agreements reviewed for each of the districts in the sample generally defined a full-time load as 40 hours per week. For the purpose of this section, MGT calculated activities performed as a percentage of the total hours reported and believes that these percentages are also applicable to a standard full-time, 40-hour workweek. The work-activity distributions calculated were consistent with national data and collective bargaining agreements.

4.2.1 Full-Time Activities Performed

Exhibit 4.3 illustrates how full-time instructors spent their time. On average, 33 percent of their weekly hours were dedicated to instructing students, 21 percent to preparing for class, 17 percent to grading, and 10 percent to holding office hours. The remaining 18 percent were split among advising and counseling students (5 percent), various administrative duties (8 percent), and other miscellaneous activities (6 percent).

By comparison, national data suggest that full-time instructors and staff spend an average of 47 hours per week on teaching-related duties, with about 37 percent of this time spent on instruction.

EXHIBIT 4.3 ACTIVITIES OF FULL-TIME INSTRUCTORS



Generally, the distribution of activities reported did not vary significantly by the discipline taught. Exhibit 4.4 illustrates the distribution of activities of full-time instructors. In all cases, most time was devoted to instructing students . In all disciplines except humanities, preparing for class was the second most time-consuming activity. On average, grading course work composed 23 percent of weekly working time for full-time humanities instructors, but this time was balanced by the relatively fewer hours spent preparing for class.

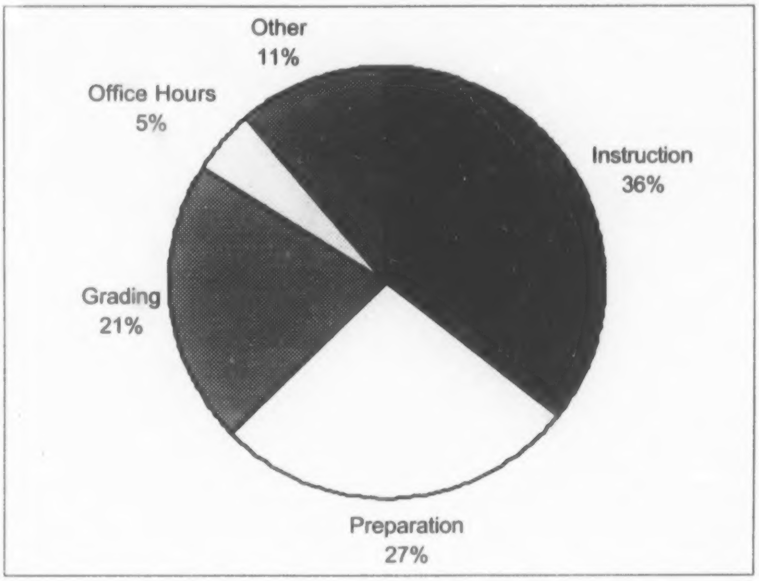
EXHIBIT 4.4 ACTIVITIES OF FULL-TIME INSTRUCTORS BY DISCIPLINE AREA

Discipline	Instruction	Prep.	Grading	Office Hrs.	Advising	Admin.	Other
Humanities	31%	19%	23%	10%	5%	8%	5%
Soc. Science	34	24	14	12	5	7	5
Health/PE	38	17	10	12	7	9	7
Nat. Sci./Math	35	22	17	10	4	6	6
Business/Tech.	35	22	14	9	3	9	7
Tech. Trades/Voc.	37	20	11	11	5	8	7
Other	29	20	11	11	5	10	10

4.2.2 *Part-Time Activities Performed*

Exhibit 4.5 illustrates a breakdown of the average hours part-time instructors spent on their primary activities. Similar to full-time instructors, most of their time was spent on instruction, followed by preparing for class. The third largest use of time was grading course work. Compared to their full-time counterparts, part-time instructors reported spending a considerably greater share of their time preparing and grading and a considerably smaller share in office hours and performing other duties. These differences are consistent with policies related to office hours and administrative tasks for part-time instructors at most CCC districts. Part-time instructors are generally not required, or are required to spend a minimal amount of time, in office hours or performing administrative tasks.

EXHIBIT 4.5 ACTIVITIES OF PART-TIME INSTRUCTORS



Compared to part-time instructors nationwide, California part-time instructors responding to the survey spent a greater-than-average amount of their time on instruction—approximately 35 percent—compared to the national average of just 23 percent.

The percentage of time part-time instructors spent on various activities varies by discipline, as shown in Exhibit 4.6. Part-time humanities and health/physical education instructors reported spending the most time on instruction. All other instructors reported spending the majority of their time on grading. This distribution of work differs notably from full-time instructors who, independent of discipline, reported spending the greatest share of their time on instruction. These variances were most likely due to the fact that the data from part-time instructors were not controlled for the number of courses or units taught by each instructor.

EXHIBIT 4.6 PART-TIME ACTIVITIES BY DISCIPLINE AREA

Discipline	Instruction	Prep.	Grading	Office Hrs.	Advising	Admin.	Other
Humanities	32%	26%	26%	4%	4%	3%	4%
Soc. Science	15	10	40	12	10	5	9
Health/PE	23	13	16	22	14	6	6
Nat. Sci./Math	12	8	48	13	9	3	8
Business/Tech.	9	11	49	8	11	7	5
Tech. Trades/Voc.	11	14	30	10	17	8	10
Other	10	14	39	9	15	6	7

4.2.3 Activities of Full-Time and Part-Time Instructors Performed by Credit Units Taught

When the activity data were grouped by the number of credit hours/units taught, it was apparent that the data for full-time and part-instructors followed similar trends. As shown in Exhibit 4.7, the percentage of time spent preparing for and providing instruction increased with the number of credit units taught. Unlike their full-time counterparts, however, part-time instructors did not increase the time spent on administrative and other duties when they reported teaching fewer credit units. This result is expected because most part-time job duty statements do not include administrative responsibilities.

EXHIBIT 4.7 INSTRUCTORS' ACTIVITIES BY NUMBER OF CREDIT UNITS TAUGHT

Credit Units	Instruction	Prep.	Grading	Office Hrs.	Advising	Admin.	Other
Full-Time Instructors							
1 to 4	26%	12%	8%	14%	6%	21%	14%
5 to 8	27	13	12	11	8	14	15
9 to 12	33	20	14	10	5	9	8
13 to 16	32	22	18	11	5	7	5
17 or more	39	20	15	10	4	6	5
Part-Time Instructors							
1 to 4	37%	27%	19%	6%	5%	2%	4%
5 to 8	34	27	23	5	5	3	4
9 to 12	36	26	21	6	6	2	3
13 to 16	40	23	15	9	5	3	6
17 or more	50	23	15	4	3	3	3

4.2.3 Actual Compared to Paid Activities

The information on activities reported in the prior sections reflects the time instructors reported that they spent on specified activities, which in large part is determined by their duty statements. It seems that one reason part-time instructors reported spending less time on office hours, administration, and other activities is because they are not paid for these duties. The survey distributed to CCC district administrators asked them to indicate which activities full-time and part-time instructors are paid to perform in each reporting district. Exhibit 4.8 summarizes the responses to this question.

Only about 40 percent of districts responding to the administrator survey reported compensating part-time instructors for non-teaching instructional activities such as grading, preparing for classes, and holding office hours. However, as shown in Exhibit 4.6, on average, part-time instructors spent 53 percent of their time on these tasks. Based on this information, it appears that some part-time instructors may not be fully compensated for all of the time they devote to non-instructional activities, yet full-time instructors are generally compensated for performing these same duties.

EXHIBIT 4.8 THE PERCENTAGE OF CCC DISTRICTS THAT COMPENSATE FULL-TIME AND PART-TIME INSTRUCTORS FOR SELECTED ACTIVITIES

	Full-Time	Part-Time
Instruction	100%	100%
Preparation	89%	38%
Grading	88%	38%
Office Hours	90%	40%
Advising	58%	10%
Administration	80%	10%
Other	20%	15%

Note: Based on 56 percent of CCC districts reporting.

If part-time instructors are comparable in quality to full-time instructors, the large difference in paid and performed activities may provide a fiscal incentive for districts to hire part-time instructors. It also raises the question of why part-time instructors teach since in some cases they may not be fully compensated for time spent performing many teaching-related activities.

4.3 Employment Profile

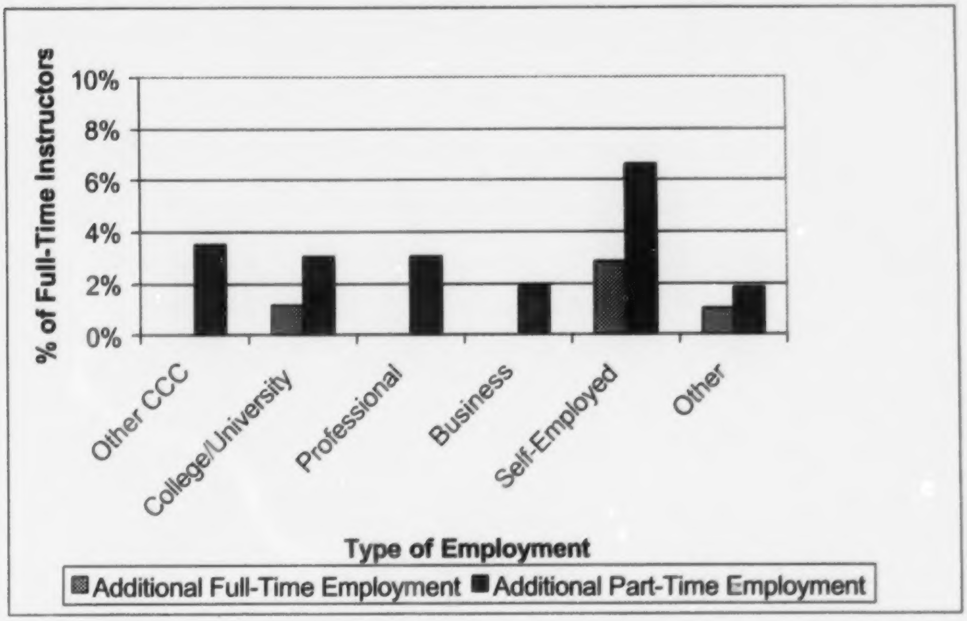
Around 20 percent of all full-time instructors stated that they held additional employment while over 75 percent of all part-time instructors reported additional employment. These results were fairly consistent with data gathered by the NCES, which indicates that 28 percent of full-time instructors and about 79 percent of all part-time instructors have additional employment (NCES, 2000).

This section discusses the frequency and types of current additional employment full-time and part-time instructors noted. In addition, it includes quantified data on the pool of part-time retirees and instructors teaching full-time who had previously taught part-time, and vice versa. The section concludes with a discussion of reasons for employment and provision of benefits.

4.3.1 Full-Time Instructors with Additional Employment

Exhibit 4.9 lists the alternative employment that full-time instructors reported. Not surprisingly very few full-time CCC instructors indicated that they held additional full-time employment; therefore, this group of instructors was a very small subset of all survey respondents. The largest portion of full-time instructors with other full-time employment (less than three percent of all full-time instructors) indicated that they were self-employed.

EXHIBIT 4.9 PERCENTAGE OF FULL-TIME INSTRUCTORS THAT PURSUE ADDITIONAL EMPLOYMENT BY TYPE

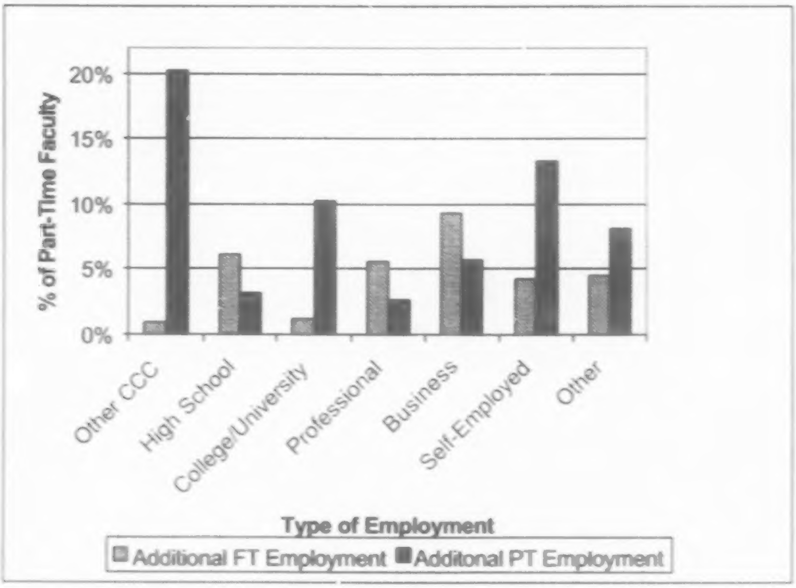


A larger number—but still a small percentage—of full-time instructors supplemented their full-time CCC district income with alternative part-time employment. About 6 percent of all full-time instructors indicated they were also self-employed on a part-time basis while 3 percent stated that they were employed part-time in a professional field. Percentages of full-time community college instructors employed in another education were as follows: fewer than 1 percent taught at a high school; fewer than 4 percent were employed part-time at another community college district; and about 3 percent hold additional positions at a four-year college or university. These numbers may contain some double counting because survey respondents could have noted multiple additional jobs.

4.3.2 Part-Time Instructors with Additional Employment

Exhibit 4.10 shows the distribution by type of employment for part-time community college instructors who indicated additional employment. Around 27 percent of part-time instructors stated that they were employed full-time outside of the district where they were surveyed. Of those that indicated full-time outside employment, the majority was employed in business or industry. Slightly more than 6 percent indicated they were employed full-time at a high school, another 6 percent were also employed as a full-time professional, and fewer than 1 percent were employed full-time at another community college district.

EXHIBIT 4.10 PERCENTAGE OF PART-TIME INSTRUCTORS THAT PURSUE ADDITIONAL EMPLOYMENT BY TYPE



Based on the survey responses, part-time community college instructors are likely to have additional part-time employment. Exhibit 4.10 shows the distribution of part-time instructors who indicated additional part-time employment. Approximately 20 percent of part-time instructors reported part-time employment at more than one community college district. Section 5 describes this group in more detail. Thirteen percent of all part-time instructors indicated that they were self-employed; just over 10 percent indicated they were employed part-time by a four-year college or university, and another 8 percent said they were involved in some other employment. These numbers may contain some double counting because survey respondents could have listed multiple additional jobs.

Exhibit 4.11 shows the distribution of additional full-time and part-time employment for part-time instructors by the number of credit hours/units taught. Approximately 25 percent of all part-time instructors were not included in the data illustrated in the exhibit because they indicated that they did not have additional employment. Further, there is some double counting of instructors in the data as instructors could have listed more than one additional job.

EXHIBIT 4.11 PERCENTAGE OF PART-TIME INSTRUCTORS WITH ADDITIONAL EMPLOYMENT BY CREDIT HOURS/UNITS TAUGHT

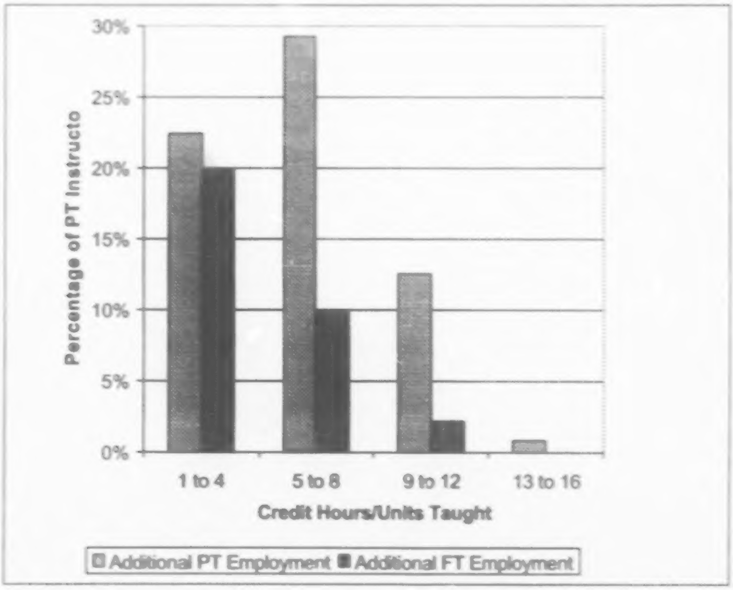


Exhibit 4.11 shows that part-time instructors with additional employment were most likely to teach five to eight credit units at the community college where they received the survey. Not surprisingly, as the number of credit units taught increased, the likelihood that an instructor was employed elsewhere decreased.

4.3.3 Retirees Teaching Full-time or Part-Time

Based on responses to the faculty survey, an estimated 10 percent of full-time instructors collected retirement income in addition to their CCC district salary. By comparison 25 percent of part-time instructors reported that they also received retirement income. Generally, retirees taught at community colleges to supplement their retirement income and/or because they enjoyed the teaching experience. The higher prevalence of retirees among the part-time instructors was consistent with the assumption that some employees prefer part-time employment.

4.3.4 Change in Employment Status

A possible path to full-time employment in a community college is through part-time employment. Based on the faculty survey results, an estimated 3 percent of current full-time instructors previously taught part-time. Approximately 1 percent of part-time instructors previously taught full-time. These figures indicate that there is very little crossover between the full-time and part-time classifications.

National research from the National Center of Education Statistics (1993) indicated that approximately one-half of part-time instructors accepted part-time work because a full-time option was not available. MGT's research indicates that approximately 50 percent of current CCC part-time instructors would accept full-time work if it were available. With the large number of part-time instructors already employed at CCC districts and the apparent willingness of nearly half to accept full-time work, the lack of crossover between part-time and full-time seems incongruent.

One possible explanation for the lack of crossover in California is the recruitment methods the local districts have adopted. The administrator survey indicated that most recruitment for full-time staff is done at a regional or national level, a process that does not exclude part-time instructors but can result in a highly competitive applicant pool. Other possible explanations include the lower level of education attainment and qualifications among part-time instructors or the disinterest of part-time instructors in available positions. In summation, the lack of crossover may be an artifact of the current recruitment system, instructor's qualifications, interest in full-time employment, or other factors. However, it is unclear from our research what factors directly affect the lack of crossover from part-time to full-time employment.

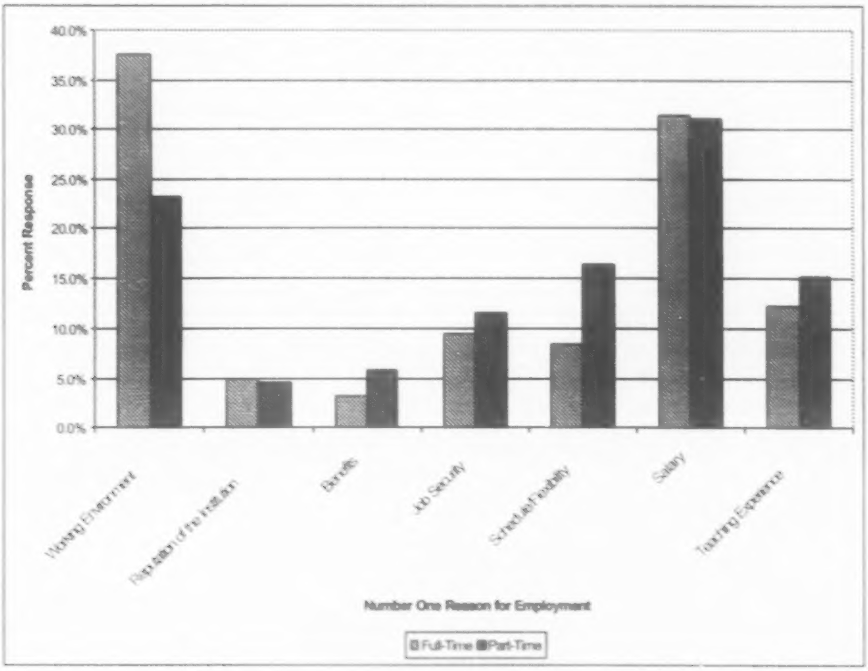
4.3.5 Reasons for Employment

Respondents were asked to uniquely rank on a scale of 1 to 7 (1 is most important, 7 is least important) the following seven characteristics for evaluating employment opportunities: working environment, reputation of the institution, benefits, job security, schedule/flexibility, salary, and teaching experience. Exhibit 4.12 shows the characteristics that were rated as "most important" by instructors.

- **Full-Time Instructors**—Approximately 37 percent of full-time instructors stated that "working environment" was the most important characteristic when considering employment opportunities. The second most frequent response was "salary." Least common were "benefits" and "reputation of the institution."

- **Part-time Instructors**—More than 30 percent of all part-time instructors indicated that "salary" was the most important characteristic to consider when evaluating employment opportunities. With a 22.1 percent response rate, "working environment," was the second most common. The "reputation of the institution" and "benefits" garnered the fewest top rankings.

**EXHIBIT 4.12 MOST IMPORTANT REASON FOR EMPLOYMENT
FULL-TIME AND PART-TIME INSTRUCTORS**



Generally, the responses of full-time and part-time instructors were similar. Working environment and salary were most often given highest importance while benefits and reputation of the institution were chosen by fewer than 10 percent of respondents. Although the general trends were similar, salary was more commonly rated as most important among part-time instructors, with full-time instructors most often choosing working environment.

Perhaps this difference indicates that part-time instructors are more conscious of what they earn because, on average, they earn less than full-time instructors do. Alternatively, full-time instructors hold salary as slightly less important because they feel they receive adequate compensation. Regardless of the reason, these data show that instructors at the community colleges place a high value on working environment and salary and a lower value on benefits and the reputation of the institution.

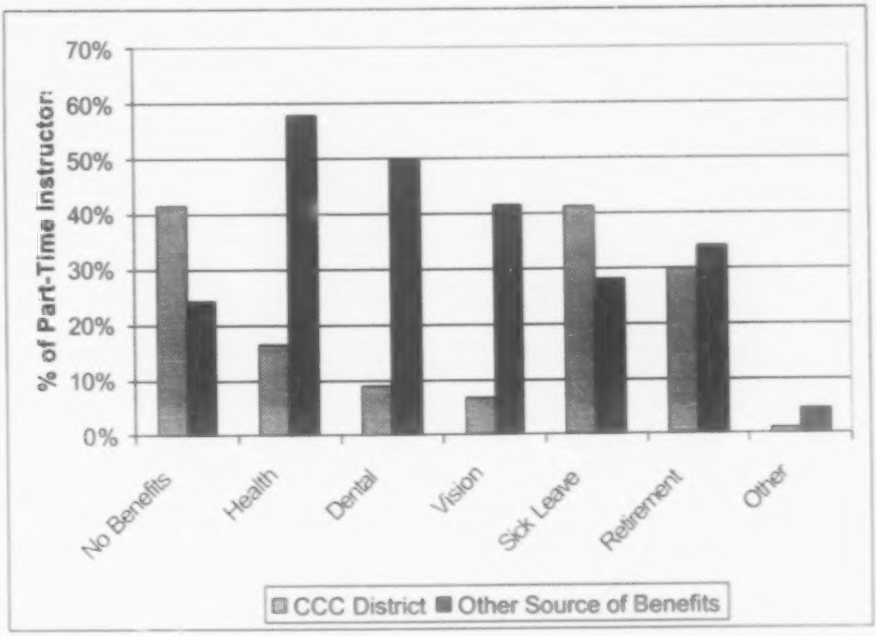
4.3.6 Provision of Benefits

Most full-time instructors (90 to 98 percent) indicated that they receive a full complement of benefits, including health, dental, sick leave, and retirement benefits. More than 78 percent stated that they receive vision benefits. These percentages were consistent with data collected from the administrator survey.

Exhibit 4.13 shows the type and source of benefits reported by part-time instructors. Around 41 percent of part-time instructors asserted that they did not receive any benefits from the district where they worked. Around 17 percent reported receiving health benefits and 9 percent reported receiving dental benefits. Although most part-time instructors did not receive comprehensive benefits from the CCC district, 58 percent reported that they received benefits from an alternative source, such as another job or a spouse's employer.

The data presented in Exhibit 4.13 coupled with the data offered in Exhibit 4.12, suggest that benefits are not as important to part-time instructors as is salary since nearly 60 percent received benefits from an alternative source. It should be noted that the data do not suggest that benefits are not important to instructors but can only be interpreted to suggest that benefits are not as important as other concerns.

EXHIBIT 4.13 BENEFITS FOR PART-TIME INSTRUCTORS BY PROVIDER AND TYPE



5.0 SALARY COMPARISON

The previous sections of this report provide the background and context for evaluating and understanding compensation for full-time and part-time CCC faculty. They also include specific information on instructor and district characteristics and the provision of benefits to instructors. This section evaluates salaries on the following levels:

- Variation in part-time salaries among CCC districts.
- Differences in salaries for full-time and part-time faculty, controlling for region, educational attainment, experience level, and discipline as well as for revenue base per FTE, type, and size of the CCC district.
- Prevalence and workload of part-time faculty that work at multiple CCC districts and/or other institutions of higher education.
- Comparisons between CCC districts and similarly situated community college districts in other states.

A comprehensive comparison of salary patterns must involve two components: (1) the conversion of full-time and part-time salary into comparable units; and (2) a review and consideration of the salary schedule structure that sets the parameters for salaries. Establishing policies that affect salaries without considering current salary structures may meet short-term "equity" goals but may be unsustainable for the long-term. For instance, granting funding to decrease the difference between salaries for full-time and part-time instructors may address short-term inequities, but unless cost-of-living adjustments and salary schedule advancements are structured similarly for part-time and full-time faculty, the disparity between full-time and part-time faculty salaries will increase in the future.

As mentioned in Section 3 (Methodology), MGT has used multiple sources of data to analyze the compensation patterns presented in this section. Specifically, MGT collected data through the survey of faculty from 22 CCC districts, reviewed salary schedule and collective bargaining agreements, and reviewed data from the CCC Chancellor's Office for the 1999-2000 academic year. Overall the three data sources yielded similar results and trends. This section presents findings based on detailed analyses of faculty survey data and collective bargaining agreements.

5.1 ***Salary Schedule Structure***

Full-time and part-time instructors' compensation levels are based on separate salary schedules. Part-time salary schedules usually consist of credit hourly compensation rates whereas full-time salary schedules consist of annual salaries. To calculate the comparable annual salary for full-time and part-time instructors, controlling for educational background and years of experience, MGT examined the classes (also referred to as columns), and steps within the full-time and part-time salary schedules for the sample districts surveyed. The columns in a salary schedule refer to instructors' categories, which are based on education status or degree attained. The steps within a salary schedule are the incremental increases usually associated with years of experience. Note that Fremont-Newark district information was unavailable, so this district was excluded from this analysis.

Generally, full- time and part-time salary schedules differ in the number of columns and steps. Structural variation between full-time and part-time salary schedules may exacerbate compensation differences that are based on educational attainment or experience. When MGT examined the salary schedules for the sample districts, several differences in the number of columns and steps were observed. On average, full-time salary schedules have five columns and 17 steps whereas part-time schedules have three columns and six steps. Frequently the column for instructors with the highest degree (i.e., doctorate) has more steps than the other columns.

For some districts, columns and steps of both schedules are fairly equal in number. The full-time schedule for the Los Rios district, for example, has five columns and 14 steps; its part-time schedule has five columns and 12 steps. However, schedules in other districts vary considerably in the number of columns and steps. In the San Mateo district, the full-time salary schedule has nine columns and 26 steps, and the part-time schedule has only one column and ten steps.

5.2 Variations in Part-Time Compensation

Hourly compensation rates and the definition of duties for part-time instructors vary throughout the state. This variation results in part from locally bargained contracts. Exhibit 5.1 shows the hourly compensation rates for part-time instructors for those districts in our sample. In addition, it also provides an estimated "full-time equivalent" for part-time annual salary derived from two separate calculations—one using salary schedule data and the other using faculty survey data.

For the purpose of creating a comparable annual salary figure between part-time and full-time instructors, MGT annualized part-time salaries to a full-time equivalent salary. For this calculation, MGT established 15 credit units/hours as a standard full-time load and adjusted part-time salaries accordingly. This assumed full-time load is based on a review of collective bargaining agreements and the teaching load reported by the full-time instructors surveyed as part of this study. To establish an alternative basis for comparison, the "full-time equivalent" (FTE) annual salary information is also presented as a percentage of the average full-time salary for each district.

EXHIBIT 5.1 PART-TIME SALARY VARIATION BY CCC DISTRICT

	Salary Schedule Data			Faculty Survey Data	
	Hourly Pay	Annual "FTE" Salary	% of Full-Time Salary	Annual "FTE" Salary	% of Full-Time Salary
Medium Single-Campus Districts in Medium to Large Cities					
Allan Hancock	$36.23	$19,021	52%	$18,834	42%
Riverside	48.58	25,505	61%	27,000	52%
Santa Barbara	44.11	23,158	60%	25,000	47%
Santa Monica	53.86	28,277	72%	38,123	67%
Sonoma	67.58	35,480	86%	38,571	73%
Large Single-Campus Districts in Large Cities					
Fremont-Newark	N/A	N/A	N/A	24,688	51%
Glendale	44.35	23,284	66%	21,063	41%
Long Beach	44.74	23,489	63%	25,000	52%
Small Single- Campus Districts in Small Cities and Rural Areas					
Desert	39.24	20,601	57%	20,000	42%
Feather River	28.78	15,110	38%	22,648	44%
Mendocino-Lake	37.61	19,745	57%	19,204	37%
Merced	34.11	17,908	50%	16,712	36%
Monterey Peninsula	44.74	23,489	84%	30,363	68%
Napa	41.88	21,987	65%	22,500	47%
Shasta	35.34	18,554	54%	22,574	47%
West Kern	32.84	17,241	46%	15,759	37%
Yuba	45.47	23,872	69%	23,408	42%
Small Multi-Campus Districts in Small to Medium Cities					
Kern (Bakersfield)	34.00	23,872	52%	16,583	37%
Los Rios (Sac City)	58.88	30,912	89%	32,500	67%
Large Multi-Campus Districts in Large Cities and Metropolitan Areas					
Coast (Golden West)	31.71	16,648	45%	25,000	43%
Los Angeles (LA City)	43.21	22,685	62%	25,000	46%
San Mateo (Cañada)	48.00	25,200	70%	31,250	59%

Credit hourly salary ranged from a low of about $29 (Feather River) to a high of $68 (Sonoma). Most hourly salary rates, however, fall between $35 and $45. The activities that part-time instructors are compensated for also affect the variation in their compensation throughout the state. For instance, some districts provide compensation for office hours whereas others do not compensate instructors for or require office hours. The calculation of full-time equivalent annual salaries accounts for additional compensation for office hours. Most part-time FTE annual salaries fell within the range of $20,000-$30,000.

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We disaggregated the instructor salary survey data to control for region, size, and type of the CCC district. In addition we also controlled for instructor characteristics, such as educational attainment, experience, and discipline area. We found that differences in part-time compensation throughout California were explained by only one factor—location of the CCC district. Instructor characteristics do not appear to explain observed differences. Appendix D contains a table of instructor salary information disaggregated by survey cluster.

From our analysis, CCC district part-time compensation was generally highest among those CCC districts located in large cities or metropolitan areas; compensation at districts in small or medium cities was lowest. This finding was confirmed by comparing total salary amounts and comparing the ratio of part-time to full-time compensation. Compensation differences that are aligned to regional differences may indicate that more competitive labor markets exist in certain parts of California. For instance, in large cities and metropolitan areas where part-time salaries are generally higher, CCC districts must compete with other industries and higher base salaries to attract both part-time and full-time faculty. Smaller cities and rural areas exist in more isolated markets where the variety and corresponding compensation levels of employment opportunities are less than those in more diverse labor markets.

5.3 *Variation Between Full-Time and Part-Time Salaries*

MGT used two independent sources of data—salary schedules and faculty survey responses—to analyze differences between full-time and part-time faculty salaries using the methodology outlined in Section 3.0. First a basis was created for comparing data within each of these data sources. Part-time data collected from salary schedules, reported as a credit hourly rate, were converted to an FTE annual salary by multiplying the reported credit hourly rate by 525 hours[1].

Full-time salaries were prorated to isolate that portion associated with a key set of teaching-related activities that both full-time and part-time instructors provide. These key activities are (1) instructing students; (2) preparing for class; (3) conducting office hours; and (4) grading coursework. All other activities—administration, counseling and advising, and other—are considered non-teaching-related. Based on responses from the survey of CCC instructors, MGT estimates that full-time instructors spend approximately 81 percent of their time on the teaching-related activities identified above.

Similar adjustments were made to salary data reported in the faculty survey. For this data set an FTE annual salary was calculated by converting salaries reported for part-time employment to FTE salaries, again assuming a full-time equivalent teaching load of 15 credit hours/units. Full-time annual salary was again prorated by 81 percent. Because these data sources are based on distinct assumptions, MGT did not attempt to compare the data sets to each other. However, trends observed for each were compared against one another to validate and support findings.

Using the salary schedule and faculty survey data, MGT found that *part-time instructor salaries are approximately 50 percent to 60 percent of the salaries of their full-time counterparts statewide*. Exhibit 5.2 provides salary data for each of the CCC district chosen for the sample.

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[1] MGT estimated that the number of hours of instructional time for an instructor teaching 15 credit units/hours is approximately 525 per academic year. The State Auditor also used this assumption in a report that compared compensation of full-time and part-time CCC faculty.

Because the data from the salary schedules were consistently taken from similar classes and steps, instructor age, degree attainment, and years of experience are somewhat controlled for. As such, the part-time to full-time ratio is slightly "tighter" for these data than it is for the data from the survey. The survey data represent the entire population of instructors; therefore, there is more variation in the responses.

Differences in full-time and part-time salaries varied throughout the state. The Los Rios, Sonoma, and Monterey Peninsula districts reported the smallest differences. According to data from the survey, part-time instructors in these districts earn approximately 67 percent to 73 percent of the median full-time adjusted salary level. By comparison part-time instructors in several other districts earn 35 percent to 45 percent of this salary level.

EXHIBIT 5.2 COMPARISON OF FULL-TIME AND PART-TIME CCC DISTRICT COMPENSATION

	Faculty Survey				Salary Schedule Data			
	Adjusted FT Annual Salary	Adjusted PT Median Salary	Difference Between FT and PT Salary	PT as a % of FT	Adjusted FT Annual Salary	Adjusted PT Annual Salary	Difference Between FT and PT Salary	PT as a % of FT
Single- Campus Districts in Medium to Large Cities								
Allan Hancock	$44,537	$18,834	($25,703)	42%	$36,776	$19,021	($17,756)	52%
Riverside	52,043	27,000	(25,043)	52%	41,866	25,505	(16,361)	61%
Santa Barbara	52,650	25,000	(27,650)	47%	38,590	23,158	(15,432)	60%
Santa Monica	56,700	38,123	(18,577)	67%	41,503	30,000	(11,503)	72%
Sonoma	53,068	38,571	(14,497)	73%	41,676	35,817	(5,859)	86%
Single-Campus Districts in Large Cities								
Fremont-Newark	48,600	24,688	(23,913)	51%	N/A	N/A	N/A	N/A
Glendale	51,840	21,063	(30,778)	41%	35,219	23,284	(11,935)	66%
Long Beach	47,802	25,000	(22,802)	52%	37,202	23,489	(13,713)	63%
Single-Campus Districts in Small Cities and Rural Areas								
Desert	48,071	20,000	(28,071)	42%	36,392	20,601	(15,791)	57%
Feather River	51,608	22,648	(28,960)	44%	39,823	15,110	(24,713)	38%
Mendocino-Lake	51,272	19,204	(32,068)	37%	36,066	20,385	(15,681)	57%
Merced	46,444	16,712	(29,732)	36%	35,655	17,908	(17,748)	50%
Monterey Peninsula	44,971	30,363	(14,608)	68%	35,979	30,200	(5,780)	84%
Napa	48,382	22,500	(25,882)	47%	35,489	23,243	(12,245)	65%
Shasta	47,907	22,574	(25,333)	47%	34,150	18,554	(15,596)	54%
West Kern	42,190	15,759	(26,431)	37%	39,228	18,226	(21,002)	46%
Yuba	55,890	23,408	(32,482)	42%	36,965	25,643	(11,322)	69%
Multi-Campus Districts in Small to Medium Cities								
Kern (Bakersfield)	45,360	16,583	(28,777)	37%	34,418	17,850	(16,568)	52%
Los Rios (Sac City)	48,600	32,500	(16,100)	67%	36,196	32,147	(4,049)	89%
Multi-Campus Districts in Large Cities and Metropolitan Areas								
Coast (Golden West)	57,510	25,000	(32,510)	43%	37,026	16,648	(20,378)	45%
Los Angeles (LA City)	54,837	25,000	(29,837)	46%	37,260	22,950	(14,310)	62%
San Mateo (Canada)	52,650	31,250	(21,400)	59%	36,098	25,200	(10,898)	70%

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When the data were disaggregated to control for district characteristics (e.g., size, type, location, and base funding levels) and instructor characteristics (e.g., discipline taught, years of experience, and educational attainment) the results did not indicate that instructor characteristics affected the observed salary differences. Exhibit 5.3 provides data that show minimal variation between the ratio of part-time to full-time salary based on selected characteristics. Patterns did emerge, however, that are based on some district characteristics.

Those CCC districts located in large cities and metropolitan areas overall offer compensation to their part-time instructors that is closer to the compensation for full-time instructors. By comparison, CCC districts located in small and rural areas generally had a wider difference in salaries between full-time and part-time instructors. This same trend was observed when examining the variation in part-time salaries across districts in California.

The differences observed based on the population of a region (large, medium, and small cities and metropolitan and rural areas) might reflect the existing labor market in the area. For instance, as discussed in Section 5.2, areas with higher population density generally have more competitive labor markets. To attract both full-time and part-time instructors, CCC district salaries must be competitive with other industries and with corresponding higher base salaries. Smaller cities and rural areas have more isolated labor markets with less variety in employment opportunities and lower corresponding compensation levels.

EXHIBIT 5.3 COMPARISON OF MEDIAN SALARIES BY FACULTY CHARACTERISTICS

	Adjusted Full-Time	Annual Part-Time	P/T to F/T Ratio
Median Salary	$50,378	$25,000	50%
Degree			
Associate's	54,996	24,959	45%
Bachelor's	48,600	25,200	52%
Master's	51,840	24,345	47%
Ph.D.	55,110	25,000	45%
Other	43,740	25,000	57%
Discipline			
Humanities	52,650	25,000	47%
Social Science	48,600	22,500	46%
Health Serv./PE	51,840	22,850	44%
Nat. Sci./Math	53,961	24,375	45%
Business/Technical	49,410	25,000	51%
Technical Trades/Vocational	52,650	25,000	47%
Other	49,420	25,000	51%
Years of Exp. In District			
0-4 years	40,500	22,451	55%
4-8 years	44,550	25,000	56%
8-12 years	52,180	25,000	48%
12-16 years	52,817	25,000	47%
16-20 years	54,270	30,000	55%
20+ years	57,510	27,705	48%
Years of Exp. Teaching			
0-4 years	40,556	21,250	52%
4-8 years	42,120	22,500	53%
8-12 years	44,550	25,000	56%
12-16 years	50,220	26,250	52%
16-20 years	51,389	27,000	53%
20+ years	56,700	26,150	46%

Note: Part-time salary was converted to a full-time equivalent (FTE) annual salary assuming an FTE teaching load equals 15 credit hours/units.

MGT closely examined the salary schedules of those CCC districts where the compensation difference was low. These districts include Los Rios, Monterey, San Mateo, Santa Monica, and Sonoma and have median part-time salaries that are 70 percent to 89 percent of full-time salaries.

The Santa Monica, Sonoma, Monterey, Los Rios, and San Mateo districts represent different regional labor markets, district sizes, and school types (i.e., single-

or multi- campus regions). However, they share some similarities in their salary structures that may explain the relatively small differences in full-time and part-time salaries. Four of these five districts pay part-time instructors for office hours. Based on the survey of administrators, MGT estimates that fewer than half of the districts statewide compensate for office hours. The same four districts have part-time salary schedules that contain a higher-than-average number of classes and steps. The exception, the San Mateo district, is located in the San Francisco Bay Area. Due to its proximity to Silicon Valley, it must compete in a highly competitive labor market. Consequently, its requirements may be a product of localized labor-market forces. However, the salary schedule structures that we observed in the other four districts were rather unique and seem to support the smaller difference between full-time and part-time instructor salaries.

5.4 Part-Time Instructors That Teach at Multiple Campuses

Education Code Section 87482 defines part-time instruction as being equal to or less than 60 percent of a full-time instructional load at a particular district. A subset of the CCC's part-time population reportedly works at multiple community college districts to create full-time or near full-time work. The CCC Chancellor's Office estimates that 2,500 instructors in the part-time work force fall into this category. Because the individual CCC districts are not required to collect data on or provide higher compensation to this population, little is known about this population. As part of the faculty survey, MGT asked a series of questions to increase its understanding of this population. This section summarizes the findings.

- **Sixteen percent to 18 percent of part-time instructors taught at more than one community college district.** MGT asked respondents whether they receive additional income from other community colleges and, if so, the number at which they teach. Sixteen percent to 18 percent of part-time instructors indicated that they received income from another part-time CCC job. Less than 1 percent indicated that they received income from full-time CCC employment.

- **Most instructors that taught at multiple districts taught at two districts.** Approximately 12 percent of all part-time instructors reported teaching at two CCC districts (about 65 percent of part-time instructors who teach at multiple districts). Fewer than 5 percent of part-time instructors reported teaching at three districts, and 1.3 percent reported teaching at four or five districts.

- **Approximately 6 percent of part-time instructors taught nine or more units at multiple districts.** According to the Education Code, a part-time instructor is one who does not teach more than 60 percent of a full-time load. Assuming a full-time load is 15 credit unit/hours, part-time instructors may teach no more than nine credit units/hours. Data from the faculty survey showed that approximately 6 percent of all part-time instructors taught nine units/credits or more across multiple districts. The majority of part-time instructors teaching at multiple districts taught fewer than eight units.

- **Part-Time instructors working at multiple districts reported applying for full-time positions with the same frequency as other part-time instructors.** Approximately one-third of part-time instructors reported having applied for a full-time position. The rate that part-time instructors applied for full-time positions seemed unaffected by the number of CCC districts in which they worked.

- **Half of part-time instructors working at multiple districts reported interest in accepting a full-time position.** Approximately half of all part-time instructors stated that they would accept a full-time position if it were offered in the next year. The rate for multi-district part-time instructors with a similar interest was also around one-half. This rate is consistent with the assumption that part-time instructors working full-time or near full-time teaching loads would prefer teaching full-time.

Based on MGT's analysis it appears that part-time instructors teaching at multiple districts fall into two categories: (1) those who choose to work part-time and to work at multiple CCC districts; and (2) those who work part-time at multiple CCC districts but would prefer to work full-time. MGT infers from the survey responses that about 50 percent of part-time instructors who work at multiple districts fall into each category. This estimate seems consistent with the fact that of the part-time faculty who reported teaching at multiple CCC districts, one-third taught full-time or near full-time workloads. Currently, there are no policies that provide differential treatment, such as enhanced part-time pay or benefits, to this population; they are treated simply as part-time instructors.

5.5 Comparable States

In addition to collecting and analyzing information specific to California, AB 420 required comparison of California's compensation patterns to "similarly situated community colleges in other states." There are very few, if any, states that are truly comparable to California because of its size, demographic diversity, local governance for its community college districts, role of collective bargaining associations, and policies, such as Proposition 13 and Proposition 98. For the purpose of this analysis, we selected five states—Arizona, Florida, Texas, Virginia, and Washington—and community college districts within these states to compare to California.

5.5.1 National Compensation Patterns

Research indicates that part-time faculty in other states are paid significantly less than their full-time colleagues, despite national studies indicating no demonstrable difference in the teaching effectiveness of the respective groups (Leslie, 1998). The CCC Chancellor's Office issued a report in 1987 stating that the data available indicated that part-time faculty in other states received three-fifths, or approximately 60 percent, of what their full-time colleagues earn.

Available research suggests that a distinct national labor market exists for part-time faculty. As in the case of California, the high proportion of part-time faculty hired nationally at the community-college level shows no sign of subsiding (Thompson, 1995). The reasons cited for the high utilization rate of part-time faculty are consistent throughout the United States and are similar to those cited in California. A 1998 study by the Washington State Board for Community and Technical Colleges lists some common reasons mentioned for this high utilization rate:

- Part-time instructors allow colleges to serve a greater number of students with a wider variety of courses; provide colleges the flexibility to respond to changing needs; and bring valuable skills to the classroom, often directly from industry.
- Part-time instructors are paid less than their full-time counterparts (and generally do not receive the same fringe benefits as full-time instructors), allowing colleges more budgetary flexibility. Use of part-time faculty allows for greater student access when state funding remains level.
- There is no apparent difference in the quality of teaching between that of a part-time instructor and a full-time counterpart.

Nationally colleges are under pressure to improve productivity and reduce costs. The inclusion of more adult-learners and an increasing expectation that high-school graduates will attend college have forced community colleges to expand services to include more off-hour, off-campus, and non-traditional programs (Thompson, 1995; Leslie and Head, 1979). Part-time instructors help colleges meet these demands.

5.5.2 *Selection and Comparison of Similar Community College Districts*

The selection of similar community college districts began with the creation of a list of states that could be considered comparable to California. This list included states such as New York, Florida, Texas, North Carolina, Washington, and Florida. MGT sought to select states that have community college systems supporting districts that could be compared to districts within California. The following criteria were used in the selection process:

- Educational programs are focused on academic preparation and vocational training.
- Districts are locally governed, with a role for state oversight.
- The population is demographically diverse.
- Districts vary in size.
- Districts are located in metropolitan, large, small, and rural cities/areas.
- Policies address part-time pay inequities.

Based on these criteria, MGT selected the following states (and certain districts within large states) to compare to California. Exhibit 5.4 summarizes how MGT selected each state.

EXHIBIT 5.4 STATE SELECTION MATRIX

	Academic-Vocational	Local Governance	Demographic Diversity	Size Variation	Regional Variation	Policy Development
Arizona	X	X	Partial	Partial	Partial	Some
Florida	X	X	X	X	X	
Texas	X	X	X	X	X	
Washington	X	X	Partial	Partial	Partial	X
Virginia	X	X		Partial	Partial	
California	**X**	**X**	**X**	**X**	**X**	**X**

The following is a high-level overview of each state selected for comparison. Washington State is the only state that has recently studied the issue of part-time compensation. A summary of Washington's report follows the overview of the selected states.

Arizona—The State Board provides oversight to Arizona's 10 college districts, each with its own local governing board. The State Board consists of 15 members, one from each county in the state. Each district has one community college.

Florida—The State Board provides administrative oversight to its 28 local Boards of Trustees. There are 28 community colleges located throughout the state of Florida.

Texas—The state community college system consists of a State Coordinating Board and 50 local districts. The local districts are responsible for the governance of the 50 community colleges.

Virginia—The State Board of Directors provides administrative oversight to the 23 community college campuses located throughout the state. Each individual campus has its own local community board, which is composed of individuals from the cities and counties within the college's jurisdiction.

Washington—The state system consists of 30 local districts. Administrative oversight by the State Board for Community and Technical Colleges is combined with local governance of the colleges. There are 34 community colleges in this state.

In 1998, the Washington State Board for Community and Technical Colleges published a report entitled, "Part-Time Faculty in Washington Community and Technical Colleges." Below is a summary of the key findings of Washington's study:

- Approximately 42 percent of the total instruction staff are part-time.
- Part-time instructors are paid less than their full-time counterparts (and generally do not receive the same fringe benefits as full-time instructors), giving colleges more budgetary flexibility. Use of part-time faculty allows for greater student access when state funding remains level. The difference in pay is partly attributable to differences in responsibilities, experience, and educational background. Regardless, even when adjusting for these variables, part-time instructors suffer from a lack of comparable pay for comparable work.
- The salaries paid to part-time instructors vary by college.
- All colleges offer retirement and health benefits to those part-time faculty teaching substantial loads over several quarters. Those teaching one class per year or per quarter do not receive benefits. Twenty-seven percent of total part-time instructors receive health benefits while 20 percent accrue retirement benefits. Of the faculty teaching a two-thirds or greater load, 78 percent receive health benefits and 45 percent receive retirement benefits.
- The study cites the following as important reasons for using part-time instructors: Part-time instructors allow colleges to serve a greater number of students with a wider variety of courses; provide colleges the flexibility to respond to changing needs; and bring valuable skills to the classroom, often directly from industry.
- Data suggests that about 55 percent of part-time instructors taught a one-third class load, or five credit units. Alternatively, 23 percent of part-time instructors taught two-thirds or more.
- Part-time instructors that work at multiple community college districts (also known as "Freeway Flyers") account for a very small portion of part-time faculty and can nearly all be found in the Puget Sound area.
- The rate of employment of part-time faculty is dependent upon the college and the discipline. The types of programs offered by the college, coupled with the local availability of instructors, influence the level of part-time employment.
- Departments relying most on part-time instructors include those that offer basic skills and developmental and college English. Departments relying least on

part-time instruction include Mechanics and Repair, Protective Services, and the Natural/Health Sciences. The use of part-time instructors for math, humanities, and business subjects falls somewhere in between these extremes.

- Part-time instructors in Washington are hired for 50 percent of the vacant full-time positions each year.
- There is no apparent difference in the quality of teaching between that of a part-time instructor and a full-time counterpart.

5.5.3 Compensation Patterns

Salary information about the community colleges was gathered for comparable states at the state and district levels. The analysis of this information was done in a similar fashion as the analysis of the CCC system (see Exhibit 5.2). A comparison was made between the pay of part-time and full-time instructors in each of the comparable states incorporating the same methodology used in the previous comparison.

Detailed information about local districts was not available for any of the states, with the exception of Texas. In its case a sample of districts was selected for comparison based on regional differences. Salary information for part-time instructors in Arizona was available for only one district. Part-time salary schedules for Florida revealed data only for the highest- and lowest-paying community colleges while in Virginia and Washington, only state averages for part-time instructors were available.

Notwithstanding the limited data in this comparison, it is important to note that the trends seen in California regarding full-time versus part-time pay are clearly visible in these states and nationwide. Exhibit 5.5 shows that part-time instructors in comparable states earn about 50 percent to 60 percent of what their full-time colleagues earn. These figures are similar to the figures found in the analysis of part-time versus full-time pay in California. In the states analyzed, part-time pay as a percentage of full-time pay ranged from a high of 82 percent in the Alamo district (San Antonio, Texas), to a low of 24 percent in Tallahassee, Florida. However, the majority of the comparisons fell between 40 percent and 60 percent.

EXHIBIT 5.5 COMPARISON OF FULL-TIME AND PART-TIME COMPENSATION PATTERNS AT OUT-OF-STATE COMMUNITY COLLEGES

State	District	Adjusted Full-Time Salary	Part-Time FTE Pay	PT as a Percent of FT
ARIZONA				
	Maricopa	$39,996	$16,200	41%
FLORIDA				
	Miami-Dade	35,391	$18,000	51%
	Tallahassee	41,211	$10,050	24%
TEXAS				
	Dallas	26,924	$14,700	55%
	Houston	24,516	$14,310	58%
	Austin	25,688	$16,500	64%
	El Paso	23,333	$18,910	81%
	Alamo	23,889	$19,530	82%
	Tyler	22,915	$12,000	52%
VIRGINIA	(state avg.)	42,037	$25,080	60%
WASHINGTON	(state avg.)	34,252	$18,300	53%

Data from comparable states suggest that California is not unique in its propensity to pay part-time instructors less than full-time instructors. Although, on average, California does pay its part-time instructors more than other states pay theirs, as a percentage of part-time versus full-time pay, the compensation is similar to other states.

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5.6 *Summary and Conclusions*

MGT examined CCC instructor salary data from different sources, including the faculty survey for the AB 420 study, collective bargaining agreements, and CCC salary schedules. MGT found that certain differences in part-time and full-time salaries exist:

- Part-time salaries vary more than full-time salaries do.
- Full-time and part-time salaries vary from 30 percent to almost 90 percent across the sample districts, depending on the district examined.
- Instructor characteristics, such as age, discipline taught, and degree attained, do not explain the variation in the salaries.
- Generally, the medium- to large-sized CCC districts located in large cities or metropolitan areas offer part-time salaries that tend to be less variable. These same districts generally have part-time salaries that are a higher percentage of full-time salaries than in other districts.
- Districts with salary schedules that allow more room for advancement (i.e., offering columns and steps that are similar to those in full-time salary schedules) seem to have less difference between part-time and full-time salaries.
- Between 16 percent and 18 percent of part-time faculty taught at more than one community college district.
- Approximately 6 percent of all part-time faculty taught nine or more credit/unit hours by combining work from multiple community college district teaching jobs. It appears that these instructors spread their workload across two to four CCC districts.
- The compensation patterns between part-time and full-time instructors in California are similar to those observed in other states.

6.0 CONCLUSIONS AND POLICY ALTERNATIVES

Numerous questions exist related to the circumstances and conditions of part-time versus full-time compensation and of working conditions in the CCC system. MGT pursued answers to a very specific set of questions, which was derived from AB 420 and further defined by an understanding of the scope of work necessary to isolate comparable groups of full-time and part-time instructors for analysis. The previous sections of this report focus on comparing salary differences between full-time and part-time CCC instructors based on an assessment of earnings from teaching non-overload, for-credit courses. In the process of completing this analysis, MGT has addressed the questions presented in Section 1.0 of this report:

- What are the duties of full-time faculty? Part-time faculty?
- What are the similarities and differences between the tasks performed by full-time faculty and those performed by part-time faculty? What, if any, are the affects of similarities and differences on compensation?
- How does part-time compensation compare to full-time compensation, with consideration for educational attainment, experience, and regional differences?
- What factors explain any observable differences between full-time and part-time faculty compensation?
- What benefits do part-time faculty receive? How do they compare to those full-time faculty receive?
- What process is used to evaluate full-time and part-time faculty?
- How do part-time compensation levels compare among districts in California? What factors explain any observable differences?

- How prevalent are part-time faculty who teach in multiple community college districts and/or other institutions of higher education in California?
- How does compensation for full-time and part-time CCC faculty compare to compensation for community college faculty in comparable states?
- What policy options are available to the Legislature that might achieve "pay equity?"

This portion of the report summarizes the answers to these questions, or findings, and presents a framework for developing policies to achieve equity for part-time instructors.

6.1 Summary of Findings

Findings from the AB 420 study are organized into the following categories: instructor characteristics, duties and tasks, salary differences, benefits, and multiple employment. Within each category is a discussion of similarities and differences between part-time and full-time instructors, significant trends, and practices.

Instructor Characteristics

- ***Full-time and part-time instructors are demographically similar.*** When compared on the basis of average age, gender, and race, full-time and part-time instructors are similar. On average CCC instructors were 50 years of age. Half of the instructors were male and the other half were female. Approximately 70 percent of instructors were white, non-Hispanic. The remaining instructors were 5 percent to 7 percent Asian, 3 percent to 6 percent Hispanic, 3 percent African-American, 2 percent to 3 percent multi-racial, and 1 percent some other race. Six percent declined to state ethnicity.
- ***Part-time and full-time instructors bring different levels of experience and education to their positions.*** Full-time instructors generally had more teaching experience and education than part-time instructors did. Approximately 94 percent of full-time instructors reported having a Master's or doctoral degree; by comparison 79 percent of part-time instructors had

similar credentials. Full-time instructors had approximately 19 years of teaching experience and part-time instructors had approximately 12 years.

- ***The use of part-time instructors differs by discipline.*** Part-time instructors most often reported teaching humanities, social sciences, and business/technical courses. Approximately 58 percent of part-time instructors reported teaching in these disciplines, compared to 47 percent of full-time instructors.

- ***Part-time instructors are more likely to be retired from another profession.*** Around 25 percent of part-time instructors reported receiving retirement income; by comparison only 10 percent of full-time instructors reported similar information. The higher percentage of part-time instructors receiving retirement income is consistent with the assumption that there is a set of retirees who teach part-time to supplement their income and/or because they enjoy teaching.

Duties and Tasks

- ***Full-time instructors reported spending 81 percent of their time on teaching-related activities.*** MGT divided instructors' activities into two categories—teaching-related and non-teaching-related. Teaching-related activities include instructing classes, preparing for classes, grading, and holding office hours. The faculty survey asked questions regarding the amount of time spent on these various tasks. On average full-time instructors reported spending approximately 81 percent of their work time on teaching-related activities. The remaining 19 percent was devoted to non-teaching-related activities. This finding is consistent with national data on time spent on instruction at community colleges.
- ***Part-time instructors spend a greater portion of their time on teaching-related activities than do full-time instructors.*** Overall, part-time instructors reported spending a larger portion of their time on the above four teaching-related activities than full-time instructors did. This is because full-time instructors reported spending time on activities not normally performed by part-time instructors such as administration, counseling and advising, and

curriculum development. Although part-time instructors reported spending time on non-teaching-related activities, a review of a sample of collective bargaining agreements showed that such tasks are not specified as part of a part-time instructor's duties. To the extent that part-time instructors perform activities outside of their duty statements, they may not receive compensation for these activities.

Salary Difference

- ***Part-time salaries vary among CCC districts.*** Credit hour salaries reviewed from 21 CCC districts in the sample population ranged from a low of around $29 (Feather River) to a high of $68 (Sonoma). Most credit hour salary rates, however, fell between $35 and $45. The types of activities that part-time instructors are compensated for also resulted in variable part-time compensation throughout the state. For instance, some districts provide compensation for office hours, whereas others do not require or compensate instructors for office hours because they assume that such activities are included within existing compensation for credit hour instruction, or because holding office hours is not required.
- ***Part-time instructors earn less than full-time instructors earn.*** MGT completed two independent salary analyses for full-time and part-time instructors. One analysis relied on reviewing salary schedule data, controlling for education and experience. The other method was an analysis of salary data collected through faculty survey. Analysis of both data sets yielded similar results—part-time instructors earn significantly less than full-time instructors do. From this analysis we estimate that, on average, part-time instructors earn 50 percent to 60 percent of what a full-time instructor-with comparable experience and educational background earns.
- ***Districts located near or in large cities pay part-time instructors more.*** MGT analyzed salary data, controlling for several factors to isolate those factors that may explain differences between full-time and part-time salaries. We found factors such as base funding levels, district type, district regional location, discipline, and number of courses taught had little impact on salary differences. However, the data showed that districts located in large cities or

metropolitan areas generally pay their part-time instructors more than other districts pay. In addition, the difference between part-time and full-time salaries in these districts is generally less than in other districts. The differences observed based on the population of a region (large, medium, and small cities and metropolitan and rural areas) might reflect the labor market in the area. More competitive labor markets generally exist in areas with a higher population density. CCC district salaries must be competitive with other industries and their corresponding higher base salaries to attract instructors, both full-time and part-time. Smaller cities and rural areas exist in more isolated markets where there is less variety and lower corresponding compensation levels of employment opportunities than those observed in more diverse labor markets.

- ***Generally districts with above-average salaries for part-time instructors have salary schedules with a wider range of steps and columns.*** MGT closely examined the salary schedules of those CCC districts where the gap between compensation for full-time and part-time instructors was small. These districts represent different regions of the state, district sizes, and school types (i.e., single- or multi-campus); however, they share some similarities in their salary structures that may explain the relatively small salary difference between full-time and part-time salaries: They provide additional compensation for office hours and their part-time salary schedules contain a larger-than-average number of classes and steps.
- ***Community college districts in other states are similar to California.*** A comparison of salary schedule data from selected districts within Arizona, Florida, Texas, Virginia, and Washington showed that the difference between full-time and part-time salaries in California is similar to differences in these states. For these five states, part-time salary as a percentage of full-time salary ranged from a high of 82 percent in the Alamo district (San Antonio, Texas), to a low of 24 percent in Tallahassee, Florida, with the majority of salary differences falling between 40 percent to 60 percent. By comparison, we estimate, on average, a California community college part-time instructor earns 50 percent to 60 percent of what a full-time instructor with comparable experience and educational background earns.

Benefits

- ***Most full-time instructors receive benefits from their CCC districts, but very few part-time instructors do.*** Between 90 percent and 98 percent of full-time instructors reported receiving a full complement of benefits from their CCC districts. By comparison, approximately 17 percent of part-time instructors report receiving health benefits, and 9 percent report receiving dental benefits. However, while the majority of part-time CCC instructors do not report receiving benefits from their CCC district, 58 percent of part-time instructors report receiving health benefits from an alternative source such as an another employer or a spouse's employer. We did not determine the costs or value of the benefits offered because costs vary depending upon several factors, including individual circumstances, co-payment requirements, and level of benefits. Generally, the cost or value of the typical benefit package is estimated at 20 percent of total salary costs. Both full-time and part-time instructors reported that benefits were among the least important factors considered when evaluating employment opportunities.

Multiple Employment

- ***Most part-time instructors report other employment.*** The faculty survey asked respondents to indicate other sources of employment income by type of job. Three-quarters of part-time instructors reported working additional full-time or part-time jobs. Around 27 percent were employed full-time and the others had other part-time jobs. The most commonly reported alternative part-time employment was additional part-time community college district employment, followed by part-time self-employment.
- **Between 16 percent and 18 percent of part-time instructors teach at more than one CCC district.** The survey asked instructors whether they received additional income from other community colleges and, if so, the number at which they taught. Between 16 percent and 18 percent of part-time instructors indicated that they receive income from another part-time job at a CCC district. Less than 1 percent indicated that they receive income from additional full-time CCC employment.

- **Most instructors that teach at multiple districts teach at only two districts.** In answer to a question regarding the number of districts where they teach, approximately 12 percent of all part-time instructors reported teaching at two districts. This percentage equals 65 percent of all multi-district part-time instructors. Fewer than 5 percent of part-time instructors reported that they teach at three districts, and 1.3 percent reported teaching at four or five CCC districts.

- **Approximately 6 percent of part-time instructors taught nine or more credit hours/units between multiple districts.** According to the Education Code, a part-time instructor may not teach more than 60 percent of a full-time workload. Assuming a full-time workload is 15 credit hours/units, part-time instructors may teach no more than nine credit hours/units. The faculty survey found that approximately 6 percent of part-time instructors taught nine or more credit hours/units. The majority of part-time instructors teaching at multiple districts taught eight or fewer credit hours/units.
- **Part-time instructors working at multiple districts reported applying for full-time positions as often as other part-time instructors.** Approximately one-third of part-time instructors reported having applying for a full-time position. The rate that part-time instructors apply for full-time positions seems unaffected by the number of CCC districts in which they work.
- **Half of the part-time instructors working at multiple districts reported interest in accepting a full-time position.** Approximately half of all part-time instructors report that they would accept a full-time position if it were offered in the next year. The rate for multi-district part-time instructors is also around one-half and is consistent with the assumption that part-time instructors working full-time or near full-time would prefer a regular full-time appointment.

6.2 ***Framework for Policy Alternatives***

AB 420 specifies that this study is to include "[a]n identification of specific policy and fiscal recommendations that would enable the California Community Colleges to achieve a compensation schedule that achieves pay equity for part-time faculty." This section presents a framework for decision makers to develop and evaluate policy options.

6.2.1 Defining Equity

Interpretation and utilization of information presented in this report may vary depending on how decision makers define equity. Decisions about how to address differences between part-time and full-time CCC instructor salaries necessitate first answering this question: What is equity? Following are two possible definitions for pay equity:

- Equal pay for equal work, which directly links an instructor's pay or compensation level to the tasks performed. This determination of equity requires defining the tasks that will be compensated and the areas (e.g., salary, benefits, working conditions, etc.) that are the focus of creating equitable conditions.
- A purely market-driven approach, which implies that market forces drive adjustments to full-time and part-time instructor compensation levels through the distribution of resources (instructors) according to demand (quantified in compensation levels).

The choice of one definition over another rests upon one's assumptions and definitions of the problem. The current approach, maintaining status quo, leans heavily towards a market-driven approach, with some state-level regulation.

6.2.2 Trade-Offs

Regardless of which definition of equity is chosen, developing and evaluating policy alternatives should include an assessment of trade-offs. Decision makers should assess the impact of alternatives from various perspectives and realistically understand all intended and unintended consequences of a particular decision. MGT has identified three areas where trade-offs should be assessed. Most of the following trade-offs have some consequence for the quality or type of instruction that would be available to students:

- **Access.** By the nature of its mission, the CCC system is the most accessible segment of higher education in the state. It offers educational opportunities to "any California resident and may admit anyone who is over 18 years of age and who is capable of profiting from the instruction offered." Although students have fairly open access to community college districts, policy alternatives can affect the degree of access that is available. For instance, alternatives that reduce the amount of resources available for instruction could result in increases in class sizes, reductions in course offerings, or fewer courses available during evenings and weekends. Such changes would directly affect the access that prospective students have to the quantity, quality, and type of courses the CCC system offers.

- **Affordability.** Decisions to increase CCC instructor salaries require identifying resources to pay for such increases. A variety of potential sources of funding exist that include but are not limited to increases in state support, reductions in non-salary operating costs, reductions in services (e.g., costly courses and activities), or increases in the costs paid by students. Unless efficiencies are created within the existing budget, any increase in salary requires increases in revenue. Not only is the CCC system among the most accessible segment of higher education, it is also the most affordable. Raising the cost to attend a community college by either increasing per unit/credit hour fees or imposing special course assessments would make the CCC system less affordable and may result in fewer people being able to take advantage of the system's educational opportunities.

- **Accountability and Flexibility.** The CCC districts maintain a significant amount of local control over the management and operations of their campuses. Policies developed at the state level that provide more funding for salary increases may impact local flexibility and increase state level accountability. Given the variety of CCC districts in California, there will be some that embrace change and others that will be resistant.

6.2.3 Consideration of Policy Making Environment

Throughout this report MGT has discussed several factors that influence the environment for policy implementation. This section describes these factors and discusses how they may affect policy alternatives.

Governance

CCC districts are primarily locally controlled and governed. Locally elected community college boards have responsibility for operations and maintenance of district campuses and are the entities responsible for negotiating with instructors' union representatives.

Since the community colleges are not directly governed by the state, state-level stakeholders, such as the Legislature and the CCC Chancellor's Office, must consider how local districts will be affected by policy changes. Also, the California Constitution requires the state to reimburse local agencies and school districts (including CCC districts) for certain mandated costs. Therefore, the Legislature frequently affects policy change at the local level by providing incentive funds for certain initiatives rather than by establishing mandated changes.

Any mandate from the Legislature to equalize pay and compensation among instructors would directly or indirectly require additional state funding.

Market Efficiency and Instructor Supply and Demand

The unequal compensation of full-time and part-time community college instructors could be viewed as an appropriate balance of market conditions at the local level that need not be influenced. The level of compensation provided to instructors is a result of the equalization of current local labor-market forces. Local college trustees seek to hire full-time and part-time instructors to meet their individual district needs or demand without exceeding their budget constraints. Instructors accept offers of employment when the offer meets their individual employment criteria. These criteria can include non-monetary desires, such as the desire for a certain working environment, to be involved in the education profession, or to share knowledge.

Based on the results of this study, allowing instructor salaries to be established within the existing market appears to result in some disparities between part-time and full-time salaries and among part-time salaries. Therefore, an equalization of salaries will require influencing the current market.

Motivation for Employment

Part-time instructors have many different reasons for working at a CCC district. The AB 420 survey indicated that there is a subset of part-time instructors that is not interested in working full-time. Some of these instructors may be retired or have additional employment (e.g., they may be "moonlighting" at the community college).

The reasons why part-time instructors pursue employment, their desire for full-time employment, and their importance ranking of salary are issues that should be considered when stakeholders evaluate altering the current compensation package. Presumably a secondary purpose in altering the compensation package is to improve instructors' job satisfaction. Therefore, policy makers and key stakeholders need to understand why part-time instructors work and what is important to these instructors when they consider employment options. Simply adjusting the salary schedule may not be the most effective use of resources. Further, understanding these subsets of part-time instructors allows policymakers to target policy changes to certain groups of instructors.

6.3 Policy Alternatives

The information presented in Section 6.2 provides a potential framework for developing and considering policy options. While two potential definitions of equity are presented, MGT believes that it is only necessary to consider new policy alternatives if equity means "equal pay for equal work." If one were to choose the alternative definition, which states that market equilibrium results in equity, then the status quo, or current situation, would be the policy option of choice.

6.3.1 Salary Schedule Structure

Salary schedules outline the parameters for compensation to full-time and part-time instructors. Salary schedules with more steps and columns for full-time instructors and fewer for part-time instructors may not be the cause of differences, but they certainly reinforce differences. For instance, a full-time instructor's salary may increase with every added year of experience, whereas a part-time instructor may wait several years for an increase that may or not be comparable. Alternatively, salary schedules constructed to provide comparable salary progress to full-time and part-time instructors avoid compounding salary differences.

Generally differences in part-time and full-time salary were smaller among those districts that have salary schedules with comparable structures. The state could encourage or require districts to examine their salary schedules and make modifications to support more comparable salary compensation between full-time and part-time instructors. Such changes would probably require the state to provide incentive or full funding for the reviews and contribute to the added salary costs for modifications to the salary schedules. Depending on how the state structured the reviews and requirements for salary schedule modifications, its costs could range from less than $1 million to over $200 million.[1] If CCC districts must bear some or all of these costs, access and affordability at the CCC districts may suffer. In addition, when structuring this alternative, local control and accountability should be considered.

6.3.2 Cost-of-Living Adjustment Provisions

Cost-of-living adjustments (COLAs) are provided to full-time and part-time instructors so that salary levels keep pace with inflation. Salary schedules are updated to reflect COLA increases across all steps and columns. Such increases are provided above and beyond regular step and column salary increases. To maintain comparability between full-time and part-time instructors, COLA increases should be uniformly provided. Differential COLAs for full-time instructors serve to heighten differences between full-time and part-time compensation. Decision makers have several options to insure that COLAs are provided uniformly. At the district level, administrators can monitor their collective bargaining negotiations to insure that the same level of COLA is provided. The Chancellor's Office could ask

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[1] The low cost option would be to perform a study or series of studies of salary schedules. Costs increase dramatically when salaries are increased for some or all part-time instructors. MGT estimates that the costs

CCC districts to report information about salary schedule structure and COLA amounts whenever their contract terms change. This alternative could have some impact on the level of funding required for salaries. The short-term costs would be relatively small, but the amount would be compounded over time.

6.3.3 Targeted versus Comprehensive Change

As mentioned in Section 6.2, community college instructors teach for a variety of reasons. For some, the financial incentive does not drive their decision to teach because they are either retired or have other employment. In other cases part-time instructors teach as a primary career and are awaiting full-time employment. Decision makers must determine what results they hope to achieve and whose needs must be addressed. In addition, decision makers must consider resource constraints. The CCC Chancellor's Office and other stakeholders have identified the "Freeway Flyer" population of part-time instructors as a population in need of pay equity. MGT estimates that approximately 6 percent of part-time instructors teach more than 60 percent of a full-time instructional workload by combining jobs from multiple community college districts. Increasing salaries for this segment is significantly less expensive than taking a comprehensive approach. Decision makers must assess whether this tactic meets their goal of pay equity and what effect the additional costs would have upon access and affordability.

6.3.4 Benefit Equity

Although most of the debate on instructor compensation focuses on pay rates and salary amounts, the total compensation package includes much more. The

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to "equalize" part-time CCC pay for credit instructor is between $160 million and $245 million annually (see Appendix E for details).

provision of benefits can be a large expense for employers—including community colleges. Providing a full-time employee with a complete benefit package (health, dental, vision, and retirement) can total 20 percent to 30 percent of the salary. Therefore, an employer's out-of-pocket cost for an employee is approximately 130 percent of the individual's salary. This estimate does not include the value or cost of providing vacation and sick leave benefits.

Given the expense associated with providing benefits, hiring part-time instructors, who are often not provided with benefits, can result in substantial savings when compared to hiring full-time instructors. Because of these savings, community college districts have often been accused of balancing their budgets by hiring part-time instructors. In examining the faculty survey data, MGT noted a marked difference in the benefit package provided to full-time and part-time instructors. However, MGT also observed that the majority of part-time instructors receives benefits elsewhere and that part-time instructors do not rank benefits as being highly important when they consider employment opportunities.

6.3.5 Environment Equity

Working environment or working conditions includes such things as seniority or rights of rehire, instructors' evaluation procedures, office space, allocation of technical resources, clerical or administrative support, as well as some intangibles such as college administrators' support for and attitude towards instructors.

Discussions about creating equity could include an evaluation of options for equalizing environmental factors when appropriate. These factors can be equalized in concert with compensation or on their own. For instance, full-time instructors typically have the ability to attain tenure whereas part-time instructors are usually hired on a term-to-term contract. An option for equalizing environment could be to provide some type of seniority or rights-of-rehire policy for part-time instructors.

Additionally, evaluation procedures for full-time and part-time instructors differ among districts. This is due in part to the evaluation procedures described in state law. However, evaluation procedures represent another component of the working environment that can be considered for equalization.

6.4 ***Conclusions***

Significant differences exist between part-time and full-time instructor salaries throughout the CCC system. A handful of districts are making efforts to reduce the differences through innovative salary schedules, higher credit hour salary levels, and compensation for activities other than instruction time. MGT's review found that these practices have emerged most often in areas with highly competitive labor markets, prompting CCC districts to compete with other colleges, industries, and businesses to attract full-time and part-time instructors. Whether this type of system is functional or broken depends in large part on one's perspective. There are generally two distinct camps of thought: those who believe a market-driven approach results in an equitable pay structure and those who believe that equity is achieved only when equal pay is provided for equal work.

AB 420 does not provide a definition of equity but requires a study that provides options for pay equity. In this report MGT has shared new information about full-time and part-time compensation patterns, activities and tasks, the prevalence of part-time instructors working full-time or near-full time loads, and demographic data. MGT believes that this new information helps decision makers evaluate various policy alternatives.

Included in this report are various policy alternatives for decision makers to consider when evaluating the equalization of compensation for full-time and part-time CCC instructors. Policy makers must determine which areas will be the targets of equity—salary, benefits, and/or working environment. Policy makers must then decide how to define equity. Is it market-driven, pro-rated, or a hybrid? Finally, decision makers must consider what segment of the CCC system population is the target of new policies. For instance, pay could be increased for all part-time instructors or only for those teaching the equivalent of a full-time load between multiple campuses.

Many decisions must be made to develop policies that address equity concerns of full-time and part-time CCC instructors. Decision makers interested in reducing pay differences can focus their attention on the structure and content of salary schedules and the provision of COLAs, can clearly identify target population, and can consider equalizing benefits and other working conditions and terms.

APPENDICES

APPENDIX A:

AB 420 (CHAPTER 738 STATUTES OF 1999, WILDMAN)

APPENDIX A—

AB 420 (CHAPTER 738 STATUTES OF 1999, WILDMAN)

THE PEOPLE OF THE STATE OF CALIFORNIA DO ENACT AS FOLLOWS:

SECTION 1. The Legislature finds and declares all of the following:

(a) California's community colleges have historically hired part-time faculty to meet short-term community needs. By employing working professionals as teachers, this practice has the effect of enriching the curriculum and strengthening the tie between the college and its community.

(b) Part-time faculty also provide hiring flexibility, and often fill voids created by unanticipated enrollment growth. In some cases, part-time faculty are able to provide colleges with technical expertise that regular full-time faculty may lack, and can do so at a lower cost than full-time faculty.

(c) Part-time faculty are usually paid only for the hours they are actually in the classroom, with no compensation for related work performed outside of the classroom, including, but not limited to, research, preparation time, and evaluation of student work.

(d) However, rapidly expanding community colleges are now overusing part-time faculty. Community colleges often utilize part-time positions for financial reasons alone, rather than reasons related to the enhancement of the curriculum. California's Community College system currently employs 67 percent of its teaching force in part-time positions. Temporary contracts are being misused to employ part-time faculty members when the duration and nature of prior service, together with the overall circumstances of the employment relationship, indicate that a full-time position would be more appropriate. This practice is unfair to the part-time faculty member because, as a part-time faculty member, the person will not be able to attain a salary commensurate with the nature and type of service that the person has provided to the community college.

(e) The principle of equal pay for equal work requires that part-time faculty be provided compensation that is directly proportionate to full-time faculty employment. In this way, part-time faculty employed in settings that more closely resemble full-time situations will receive compensation that more closely resembles full-time compensation.

SEC. 2. Section 87482.4 is added to the Education Code, to read:

87482.4. (a) The Legislature finds and declares that, in the state's community college system, teaching constitutes a greater share of the faculty workload, as compared to the California State University or the University of California systems. California's community college system requires that a faculty member hold, as a basic qualification, a master's degree. Furthermore, the community college system uses a different professional review process, as compared to the California State University or the University of California systems.

(b) The California Postsecondary Education Commission shall conduct a comprehensive study of the California Community College system's part-time faculty employment, salary, and compensation patterns as they relate to full-time community college faculty with similar education credentials and work experience. The study shall include a representative sample of urban, rural, and suburban community colleges in California and shall also refer to similarly situated community colleges in other states.

(c) The study specified in subdivision (b) shall include, but not necessarily be limited to, the addressing of policy options available to achieve pay equity between community college part-time faculty and full-time faculty and shall also include both of the following:

(1) A quantitative analysis examining duties and tasks of part-time faculty as compared to full-time faculty. The duties and tasks examined shall include classroom teaching, preparation, office hours, recordkeeping, student evaluations, recommendations, and other professional practices that compare the similarities and differences between a part-time and full-time faculty position. This quantitative analysis shall also include both of the following:

(A) An examination of whether part-time faculty salaries vary significantly among community colleges and the factors that are associated with any salary differential.

(B) Data concerning the salary compensation pattern for part-time community college faculty in California and in similarly situated community colleges in other states, and the disparity between part-time and full-time compensation for the equivalent education and experience.

(2) An identification of specific policy and fiscal recommendations that would enable the California Community Colleges to achieve a compensation schedule that achieves pay equity for part-time faculty.

(d) The California Postsecondary Education Commission shall, in conducting the study required by this section, consult various representatives of the education community, including the Board of Governors of the California Community Colleges, community college faculty groups, and other interested parties.

(e) Notwithstanding Section 7550.5 of the Government Code, the California Postsecondary Education Commission shall release the preliminary findings of the study required by this section to the Legislature and the Governor, on or before March 31, 2000, and shall transmit the study to the Legislature and the Governor on or before July 1, 2000.

(f) It is the intent of the Legislature that funding for conducting the study required by this section shall be made available through an appropriation, either in future legislation or in the annual Budget Act, in an amount of up to one hundred fifty thousand dollars ($150,000).

SEC. 3. Section 87861 of the Education Code is amended to read:

87861. For the purposes of this article:

(a) "Health insurance benefits" include medical benefits but do not include vision or dental benefits.

(b) "Part-time faculty" refers to any faculty member whose teaching assignment equals or exceeds 40 percent of the cumulative equivalent of a minimum full-time teaching assignment.

(c) The changes made to subdivision (b) during the 1999 portion of the 1999-2000 Regular Session of the Legislature shall be operative in any fiscal year only if funds are appropriated for purposes of those changes in the annual Budget Act or in another measure. If the amount appropriated in the annual Budget Act or in another measure for purposes of this section is insufficient to fully fund those changes for the fiscal year, the chancellor shall prorate the funds among the community college districts affected by this section.

SEC. 4. Section 87863 of the Education Code is amended to read:

87863. (a) A part-time faculty member and his or her eligible dependents are eligible to participate in the program established pursuant to this article.

(b) The changes made to subdivision (a) during the 1999 portion of the 1999-2000 Regular Session of the Legislature shall be operative in any fiscal year only if funds are appropriated for purposes of those changes in the annual Budget Act or in another measure. If the amount appropriated in the annual Budget Act or in another measure for purposes of this section is insufficient to fully fund those changes for the fiscal year, the chancellor shall prorate the funds among the community college districts affected by this section.

(c) Any changes made pursuant to this section to the Part-time Community College Faculty Health Insurance Program shall not affect any part-time health insurance program in effect on January 1, 2000.

SEC. 5. Section 87865 of the Education Code is repealed.

SEC. 6. Section 87883 of the Education Code is amended to read:

87883. (a) The governing board of a community college district may provide compensation for office hours to part-time faculty.

(b) The compensation paid to part-time faculty under this article shall equal at least one paid office hour for every two classes or more taught each week or 40 percent of a full-time load as defined by the community college district.

(c) Nothing in this section precludes compensation under this program for paid office time for each 20 percent of a full-time load, or fraction thereof, as defined by the community college district.

(d) The change made to subdivision (c) during the 1999 portion of the 1999-2000 Regular Session of the Legislature shall be operative in any fiscal year only if funds are appropriated for purposes of that change in the annual Budget Act or in another measure. If the amount appropriated in the annual Budget Act or in another measure for purposes of this section is insufficient to fully fund that change for the fiscal year, the chancellor shall prorate the funds among the community college districts affected by this section.

SEC. 7. Section 87884 of the Education Code is amended to read:

87884. (a) The governing board of each community college district that establishes a program pursuant to this article shall negotiate with the exclusive bargaining representative, or in instances where there is no bargaining unit shall meet and confer with the faculty, to establish a program to provide part-time faculty office hours.

(b) Any hours negotiated under this program shall not be applied toward the 60-percent requirement as specified in Section 87882. These hours shall not be counted towards the hours per week of teaching adult or community college classes for purposes of acquiring eligibility for tenure or for purposes of fulfilling any probationary hour requirements.

(c) On or before June 1 of each year, each community college district participating in the program shall send a verification to the Chancellor of the California Community Colleges specifying the total costs of the compensation paid for office hours of part-time faculty participating in the program.

(d) Any changes made by this section to the Community College Part-time Faculty Office Hours Program shall not affect any part-time faculty office hours program in effect on January 1, 2000.

SEC. 8. Notwithstanding Section 17610 of the Government Code, if the Commission on State Mandates determines that this act contains costs mandated by the state, reimbursement to local agencies and school districts for those costs shall be made pursuant to Part 7 (commencing with Section 17500) of Division 4 of Title 2 of the Government Code. If the statewide cost of the claim for reimbursement does not exceed one million dollars ($1,000,000), reimbursement shall be made from the State Mandates Claims Fund.

SEC. 9. The sum of five hundred thousand dollars ($500,000) is hereby appropriated from the General Fund to the Board of Governors of the California Community Colleges in augmentation of Schedule (p) of Item 6870-101-0001 of Section 2.00 of the Budget Act of 1999 (Ch. 50, Stats. 1999) for purposes of the Part-Time Community College Faculty Health Insurance Program established pursuant to Article 9 (commencing with Section 87860) of Chapter 3 of Part 51 of the Education Code.

APPENDIX B:

CPEC AB 420 ADVISORY COMMITTEE

CPEC AB 420 ADVISORY COMMITTEE

Arnold Bray, School Services of California

Patty Cox, California Federation of Teachers

Patricia Demo, Shasta Community College

Chester Faller

Gus Guichard, California Community Colleges

David Hawkins, Faculty Association of California Community Colleges

Jonathan Lightman, Faculty Association of California Community Colleges

Douglas Lindsey, California State Assembly

Judith Michaels, California Federation of Teachers

Rita M. Mize, Community College League of California

Margaret Quan*, Faculty Association of California Community Colleges

Chris Storer*, California Part-Time Faculty Association

Toni Trigueiro, California Teachers Association

Tom Tyner, California Federation of Teachers

Robert Yoshioka*, Faculty Association California Community Colleges

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* In addition to their listed affiliation, each of these individuals also serve as part-time faculty members.

APPENDIX C:

CPEC SURVEY OF CALIFORNIA COMMUNITY COLLEGE FACULTY AND CPEC SURVEY OF CALIFORNIA COMMUNITY COLLEGE ADMINISTRATORS

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION (CPEC)
SURVEY OF CALIFORNIA COMMUNITY COLLEGE FACULTY

Thank you for responding to this important survey.
Please answer each of the questions as accurately as possible.
This survey should take 15-20 minutes to complete.

You may submit this survey in one of three ways:
a) Through the Internet at http://www.cpec.ca.gov/surveys/cccfaculty/surveyentry.asp
(Your identification number to access the web survey is provided in this box.)
b) Fax to CPEC at (916) 324-4016 or (916) 324-6600
c) Mail to CPEC, 1303 J Street Suite 500, Sacramento CA 95814-2938

All surveys must be received by **5 p.m. October 27, 2000.**
Your responses will be kept confidential and will not be analyzed individually.
Data will be reviewed on an aggregate level.
For information regarding CPEC or to submit general comments,
please refer to the CPEC web-site, www.cpec.ca.gov

Thank you for your cooperation and participation in this survey.

I. BACKGROUND INFORMATION

1. Which community college district distributed this survey to you? (If you received this survey from more than one campus, please complete only one survey.)

____

2. Which of the following categories describes your *primary* job at this district?

Teaching faculty   Counselor   Librarian   Other

3. Are you a part-time or full-time employee of this district?

Part-time (go to Question 5)   Full-time (Proceed to next question)

4. If you are currently full-time, during your career have you ever taught as a part-time faculty member?

Yes   No

5. If you are currently part-time, during your career have you ever taught as a full-time faculty member?

Yes   No

6. If you are teaching faculty, please check the category that best represents the discipline area you teach:

Humanities   Social Science   Health Services/Physical Education

Natural Science/Math   Business/Technical   Technical Trades/Vocational

Other:______________________________

7. If you are teaching faculty, which specific subject area within the discipline you identified above do you teach? ____________________

8. What is the highest academic degree that you currently hold?

Associates   Bachelors   Masters   Doctorate   Other

9. What year did you receive your highest academic degree? ______________

10. What is your gender?   Male   Female

11. What is your current age? ________________

12. What is your ethnicity?

White   Black/African American   American Indian/Alaskan Native

Asian or Pacific Islander   Hispanic/Latino/Mexican/Spanish/Puerto Rican

More than one race/biracial/multiracial   Some other race   Decline to state

II. WORK ACTIVITIES AND TASKS

Please answer the following questions to help CPEC understand what activities you are paid to perform as part of your assignment and what activities you actually perform. Unless noted otherwise, these questions are specific to the community college district that you identified in Question 1. If your primary job is as a librarian or counselor, please skip to Question 25.

13. How many units are you currently teaching at this community college district (Fall 2000)?	**Credit**	**Non-Credit**
14. How many units did you teach at this community college district in the spring and summer of 2000?		
15. Of your Fall 2000 teaching load, how many of these units are for courses that are recurrent (i.e. you have taught the subject area previously)?		
16. Of your Fall 2000 teaching load, how many of these units require you to teach/supervise a laboratory?		
17. How many units do you typically teach during the fall term at this community college district?		

18. During an average week, approximately how much time do you spend completing the following activities for the courses/sections that you identified in Questions 13? Please enter a single number only, not a range of numbers.

Activity/Task	Hours Per Week
Instructing Students—lecturing, discussion sections, online distance learning, etc.	
Preparing for Class—preparing lecture notes, writing quizzes/tests, etc.	
Grading and Record Keeping—grading student work, evaluating students, writing letters of recommendation.	
Scheduled Office Hours—time spent in office available for students to ask course-related questions.	
Advising/Counseling—*outside of office hour time* assisting students with scheduling, academic counseling, mentoring.	
College Administration—attending department or committee meetings, reviewing textbooks and department course curriculum.	
Other—***Please Describe***:	

Questions 19 through 24 will help CPEC understand what activities your community college district uses as a basis for calculating your salary. In other words, CPEC is interested in your best estimate of the amount of time that you are paid to spend on the following activities. *If you are not sure about the provisions of your employment contract please leave these questions blank.*

19. **How many hours per week are you paid to spend in a classroom or laboratory setting instructing students at this district during the Fall 2000 term?**

    1-3 hours 4-6 hours 7-12 hours 13-18 hours 19-24 hours 25+ hours

20. **How many hours per week are you paid for preparation time and grading at this college district during the Fall 2000 term?**

    None 1-3 hours 4-6 hours 7-9 hours 10-12 hours 13 or more hours

21. **How many hours per week are you paid to keep office hours for the courses that you teach at this college district during the Fall 2000 term?**

    None 1 hour 2 hours 3 hours 4 hours 5 or more hours

22. **How many hours per week are you paid to advise students at this college district?**

    None 1 hour 2 hours 3 hours 4 hours 5 or more hours

23. **How many hours per week are you paid to participate in other activities at this college district (e.g. meetings, conferences, research, etc.)?**

    None 1 hour 2 hours 3 hours 4 hours 5 or more hours

24. **At this college district, are you paid to attend non-teaching, departmental, or institutional activities (e.g. committees, academic senate; this does not include union activities)?** Yes No

III. COMPENSATION

25. **How many years have you performed your primary job (as identified in Question 2) at this community college district (if less than one year, enter .5)? _____ years**

26. **How many years have you performed your primary job at all institutions of higher education combined (if less than one year, enter .5)? _____ years**

27. **Is your job at this community college district your only source of employment income *(note: do not include income from your spouse, significant other, alimony or investments)*?**

    No Yes (If yes, proceed to Question 29)

28. **If you receive income from an employer *other than* this community college district, which of the following best describes that position? Please check all that apply:**

PART-TIME (other employment)	**FULL-TIME (other employment)**
High school teaching	High school teaching
Other 2-year community college district teaching	Other 2-year community college district teaching
4-year college or university teaching	4-year college or university teaching
Professional (physician, lawyer, etc.)	Professional (physician, lawyer, etc.)
Employee in business or industry	Employee in business or industry
Self-employed	Self-employed
Other	Other

29. Referring to the units you reported in Questions 13-14, what do you expect your 2000 annual income to be from your job at this community college district? Please include all income derived from your current job at this community college district including overload payments and stipends.

$ **Base salary**

$ **Stipends**

$ **Overloads**

30. What do you expect your total individual work-related (teaching and non=teaching) annual income to be in 2000 (including jobs identified in Question 28)?

$

31. Are you receiving retirement income (e.g. pension, social security, IRA, 401(k))?

Yes No

32. Indicate the benefits that you are eligible to receive from this community college district (check all that apply):

None Health Dental Vision Sick leave Retirement Other

33. If you are not eligible for benefits from this community college district, indicate the benefits that you receive from an alternative employer, a spouse's employer, or domestic partner's employer (check all that apply):

None Health Dental Vision Sick leave Retirement Other

34. Please rank from 1-7 (1=most important to 7=least important, please use each number only once) how important each of the following is to you when you evaluate employment opportunities:

____working environment and quality of co-workers
____reputation of the institution
____benefits
____job security (seniority/rehire rights)
____schedule/flexibility
____salary
____teaching experience

35. How well does your current job at this community college meet your employment priorities (as identified in Question 34)?

Excellent Above Average Average/adequate Partially Poor

Full-time faculty may proceed to Question 43;
Part-time faculty please respond to the questions in the following section:

36. How many community college campuses within the district you identified in Question 1 are you working at this term (including satellite locations and branch locations)?

1 2 3 4 more than 4

37. How many total institutions of higher education (other community college districts, colleges and universities) are you working at this term?

1 2 3 4 more than 4

38. Referring to your answer in the previous question, how many units are you currently teaching at all these campuses combined? ____________

39. How many of these units are for courses that are recurrent (i.e. you have taught the subject area previously)? ____________

40. Have you applied for a full-time teaching position at one of the community colleges where you are currently working within the previous five years?

Yes No

41. If a community college district offered you full-time teaching employment within the next year, would you accept the offer?

Yes No Undecided

42. If you prefer to teach part-time, indicate the primary reason for this preference (if you prefer to teach full-time, please leave this question blank and proceed to the next question):

Other Career Obligations Enjoy Teaching In Graduate School
Spend Time with Family To Supplement Income Other ____________

43. Your written comments are welcome:

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION (CPEC)
SURVEY OF CALIFORNIA COMMUNITY COLLEGE ADMINISTRATORS

Thank you for responding to this important survey.
Please answer each of the questions as accurately as possible.
This survey should take 15-20 minutes to complete.

You may submit this survey in one of two ways:
a) Fax to CPEC at (916) 327-4417
b) Mail to CPEC, 1303 J Street Suite 500, Sacramento CA 95814-2938

All surveys must be received by **5 p.m. November 17, 2000.**
For information regarding CPEC or to submit general comments,
please refer to the CPEC web-site, www.cpec.ca.gov

Thank you for your cooperation and participation in this survey.

1. **What is your administrative title with this district?** ______________________________

   What is the name of your district? ______________________________________

Please answer the following questions to provide CPEC with information about your district's faculty hiring policies.

2. **The Education Code specifies that any instructor teaching up to a .60 (60%) load is considered a part-time faculty member. What is your district's criteria for determining part-time faculty status? In other words, what is the effective ceiling for part-time faculty employment in your district? Please express this maximum in percentage points.** ________________

   Please list any exceptions or special circumstances below:

   ____

   ____

3. **Generally, how does your district recruit for full-time and part-time positions? Please rank all that apply for your district regarding your recruiting strategy for both full- and part-time faculty (1-6); 1=first option through 6=last option (leave blank any option that does not apply).**

	Full-time	Part-time
Open positions are advertised to existing district staff first.		
Open positions are advertised to local district and non-district staff at the same time.		
Utilize a regional/nationwide faculty search.		
Hire full-time from existing part-time faculty.		
Contact persons who have applications on file with district.		
Other (please specify):		

4. **To gain an understanding of the district's employment market, please tell us approximately how many positions were advertised in your district in the past year:**

   a. Full-time faculty positions __________ Part-time faculty positions __________

5. **In the past year, approximately how many applications were received by your district for each type of position?**

a. Each full-time position __________ b. Each part-time position ________

For Questions 6 through 8, please rank your responses from 1-5.
(1=strongly agree, 2=somewhat agree, 3=agree, 4=somewhat disagree, & 5=strongly disagree)

6. Overall, there is a readily available pool of qualified full-time instructors in the following discipline areas:

a. Humanities	1	2	3	4	5
b. Social Science	1	2	3	4	5
c. Health Services/Physical Education	1	2	3	4	5
d. Natural Sciences/Math	1	2	3	4	5
e. Business/Technical	1	2	3	4	5
f. Technical Trades/Vocational	1	2	3	4	5
g. Other (specify) ______________________________	1	2	3	4	5

7. Overall, there is a readily available pool of qualified part-time instructors in the following discipline areas:

a. Humanities	1	2	3	4	5
b. Social Science	1	2	3	4	5
c. Health Services/Physical Education	1	2	3	4	5
d. Natural Sciences/Math	1	2	3	4	5
e. Business/Technical	1	2	3	4	5
f. Technical Trades/Vocational	1	2	3	4	5
g. Other (specify) ________________________________	1	2	3	4	5

8. Overall, industry or vocational experience is important when hiring faculty in the following discipline areas:

a. Humanities	1	2	3	4	5
b. Social Science	1	2	3	4	5
c. Health Services/Physical Education	1	2	3	4	5
d. Natural Sciences/Math	1	2	3	4	5
e. Business/Technical	1	2	3	4	5
f. Technical Trades/Vocational	1	2	3	4	5
g. Other (specify) ________________________________	1	2	3	4	5

9. If your district has multiple campuses, do individual faculty members teach at these multiple campuses?

	Yes	No
Part-time faculty		
Full-time faculty		

Full-time faculty with overload		
Does not apply		

10. Does your district evaluate teaching loads for each campus in an attempt to combine multiple part-time positions into a single full-time position?

a. Never b. Sometimes c. All the time d. Addressed in bargaining contract

11. Over the past five years has your district's use of part-time faculty:

a. Increased b. Decreased c. Remained the same

12. What changes, if any, do you foresee related to the hiring of part-time faculty members in your district over the next five years?

a. Increase greatly b. Increase somewhat c. No change

d. Decrease somewhat e. Decrease greatly

13. What three primary factors influenced your response to Question 12?

a. ____

b. ____

c. ____

14. What are the primary reasons for employing part-time faculty? *Rank your responses from 1 to 7, with 1 = most important to 7 = least important; please use each number only once.*

_____ Budget restrictions
_____ To accommodate full-time faculty scheduling preferences
_____ Reduce faculty to student ratio
_____ To staff hard to fill disciplines/new programs
_____ Provide for unexpected changes in enrollment
_____ Expose students to professionals outside higher education
_____ Other, please specify ______________________________

15. Please check the conditions under which your district provides salary increases to full-time and part-time faculty (check all that apply).

	Full-time	Part-time
Teaching ability		
Publication record		
Cost-of-living increases (COLAs)		
Academic degrees/certifications		
Positive evaluations		
Years of teaching experience		
Other, please specify:		

16. Does your district have and implement rehire rights for part-time faculty?

a. Yes b. No

17. Are part-time faculty given choices of classes, meeting times and course level?

a. Yes b. Yes, in *most* instances c. Yes, in *some* instances d. No

18. Please indicate paid activities that apply to faculty in your district.

Activity/Task	Full-time Faculty	Part-time Faculty
Instructing Students—lecturing, discussion sections, online distance learning, etc.		
Preparing for Class—preparing lecture notes, writing quizzes/tests, etc.		
Grading and Record Keeping—grading student work, evaluating students, writing letters of recommendation.		
Scheduled Office Hours—time spent in office available for students to ask course-related questions.		
Advising/Counseling—outside of office hour time assisting students with scheduling, academic counseling, mentoring.		
College Administration—attending department or committee meetings, reviewing textbooks and department course curriculum.		
Other—*Please Describe*:		

19. Please check all benefits that your district provides to full-time and part-time faculty:

	Full-time	Part-time
Retirement Benefits		
Unemployment Insurance		
Medical Insurance		
Life Insurance		
Dental Insurance		
Vision Insurance		
Worker's Compensation		
Sick Leave		
Employee Assistance Program (counseling)		
Paid Sabbatical Leave		
Tuition for Self		
Tuition for Spouse and Dependents		
Paid/subsidized Campus Parking		
Recreational Facilities		
Bookstore Discount		

Library Privileges		
Subsidies for Professional Meetings		

20. Please indicate which of the following services, facilities, or activities are available to faculty at your district:

	Full-time	Part-time
Clerical assistance		
Personal work space		
Office space to meet with students		
Audio-visual aids for classroom use		
Voting rights and other faculty governance participation		
Mail box at department office		
Computer access		

Please answer the following questions to provide CPEC with information regarding your district's faculty evaluation practices.

21. Please check the box(es) that best describe how full-time and part-time faculty are evaluated in your district:

	Full-time	Part-time
Evaluated by students		
Evaluated by the department chair		
Evaluated by full-time colleagues		
Not evaluated		

22. How often are faculty in your district evaluated (annually, every term, etc.)?

Full-time __________ Part-time___________

23. Are the criteria for evaluating part-time faculty different from that for evaluating full-time faculty?

a. Yes b. No c. Does not apply

24. Are completed teaching evaluations discussed with faculty members on a regular basis?

	Yes	No	N/A
Full-time Faculty			
Part-time Faculty			

25. If you have additional comments for CPEC, please provide them in the space below:

APPENDIX D:

TECHNICAL DESCRIPTION OF DATA AND ANALYTICAL TECHNIQUES

Technical Description of Data and Analytical Techniques

This appendix supplements Section 3.0 of the report. It presents a detailed technical description of the steps that were taken to collect and analyze data from the sample CCC districts. It describes the rationale and process for using a cluster sampling methodology, the development and rationale for the survey instruments, the implications of survey response rates, and the scope of data analysis.

Cluster Selection

Since it was impractical to collect data from all 72 CCC districts due to time and resource constraints, MGT considered a variety of survey sampling techniques, including simple random sampling (SRS), stratified sampling, and cluster sampling. Given the non-random variation[1] of local community college districts, MGT decided that a cluster methodology based on identification of unique factors related to labor market characteristics would yield the most statistically reliable and valid results.

The cluster approach involves grouping the population, in this case CCC districts, by like characteristics or elements. Cluster sampling has an advantage over other sampling methods in that it creates an economy for sampling and data collection. However, it is generally accompanied by a reduction in the precision of survey data when compared to SRS techniques. MGT feels confident that a higher response rate was achieved by using the cluster sampling methodology rather than a SRS methodology. This approach more than compensated for the reduction in precision because CPEC and MGT were able to concentrate follow-up efforts, including follow-up emails and calls to district representatives handling on-site distribution and mobilization of support from union representatives and district administrators.

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[1] California Community College districts vary distinctly by at least two structural characteristics—size and type. Such distinctions affect the scales of economy and administrative needs of CCC districts, which materializes in differences in funding base and operational costs as a percentage of total budget for community colleges. The structural differences in CCC districts result in non-random variation, or variation that results from the size, type, and other structural factors of each CCC district.

For the purposes of this study, MGT chose clustering characteristics that influence the labor market for CCC instructors. These elements include region, size of district (in units of FTE students), area population (based on total population in resident and nearby cities), and type of district (either single of multiple campus). Districts were grouped into one of five clusters based on these characteristics. From within each group or cluster of CCC districts, MGT selected a sample of districts where all faculty (full-time and part-time) received a copy of the survey.

Survey Instrument Design

The survey instruments (faculty and administrator surveys) were designed to provide statistically valid and reliable results. The following techniques were used to create survey questions:

- **Simplicity and Clarity.** MGT phrased each question to be understandable to the survey audience. Based on feedback from the CPEC's internal and field-testing, adjustments in wording and definitions were added to insure that faculty clearly understood each question. In addition, each survey contained concise directions for respondents to follow.

- **Discreet Frames of Reference.** For questions that asked faculty to report pay, salary, or situational information, a period of time or point in time was specified. The survey avoided asking information about past practices that could be compromised by inaccuracies due to inflation or deflation in answers. In addition, details about activities and salary were asked for the current period.

- **Discreet Choices.** The survey asked very few open-ended questions. It offered respondents a range of discreet options, which were selected after careful review and testing. Discreet choices standardize the frame of reference for survey respondents, thus increasing the precision of answers. In addition, precision was also increased because discreet choices help survey respondents better understand the intent of each question.

- **Built-In Confirmation Checks.** Several questions related to workload, activities, and types of employment were asked in ways that allowed a comparison of responses to confirm understanding and the reliability of survey responses.

In addition to the above-mentioned survey design techniques, CPEC and MGT tested and distributed the surveys for review. The surveys were modified to reflect the suggested changes. Finally, MGT compared data from the surveys to national data and data from the CCC Chancellor's Office when appropriate to confirm demographic information and validate observed trends.

Survey Response Rates and Response Weighting

The faculty survey was distributed to approximately 13,500 faculty at 22 CCC districts. Around 3,000 surveys were returned for an overall response rate of 22 percent. A higher percentage of full-time faculty responded to the survey than part-time faculty—25 percent compared to 20 percent. The response rate also varied by cluster. Exhibit D.1 shows the response rate for each cluster.

EXHIBIT D.1 FACULTY SURVEY RESPONSE RATE BY CLUSTER

Cluster—Type of District	Full-Time Faculty Response Rate	Part-Time Faculty Response Rate
1—Medium Single-Campus	27%	17%
2—Large Single-Campus	22%	19%
3—Small Single-Campus	28%	26%
4—Small Multi-Campus	25%	20%
5—Large Multi-Campus	11%	14%

Given the total CCC faculty population represented by each of the sample clusters, MGT expected an overall response rate of approximately 33 percent. Such a response rate for each cluster was based on a p=0.05 level of significance, assuming maximum survey response variation (p=0.5). This means that MGT could derive a 95 percent confidence interval for the data, or a specified range that it would expect the data to fall within 95 percent of the time. The lower-than-expected response rate results in a slight reduction of data precision. However, MGT does not believe that this negatively affects the relevance or validity of the study's findings. When compared to data from the CCC Chancellor's Office, the faculty survey data reflected similar trends. In addition, the same was true when survey data was compared to comparable national data.

Since each cluster was of varying size and response rates were of varying percentages, for comparison purposes, MGT weighted survey responses to equalize the data for statistical analysis purposes. This means that a "target" response rate is established for the entire sample. The ratio between the target response rate and the actual" response rate is calculated to generate the "weighting" factor. Responses from those clusters that have an actual return rate that is above the target are counted as a fraction of a whole response. Therefore, in these cases the weighting factor is less than one. For those clusters with actual response rates that are less than the target, each of these responses have a weighting factor greater than one. Exhibit D.2 shows the weighting factors that were applied to each of the full-time and part-time survey responses to create a basis for comparison. The weighting factors were creating using the following steps:

- Establish a target for survey responses as a percentage of the total population. This figure is used to normalize all cluster data to an equivalent result when weighted. In this case 10 percent was chosen. Where,

$$X=0.1$$

- Multiply the total population of faculty within each cluster by the target response for the total population. Where,

$$\text{Total Population} = P$$

$$P^*(X) = P'$$

- Divide P' by the actual response rate for the cluster to derive weighting factor. Where,

$$\text{Actual Response Rate} = RR_n, \text{ where } n = \text{Cluster}$$

$$\text{and}$$

$$P'/\,RR_n = \text{Weight}_n$$

EXHIBIT D.2 WEIGHTING FACTORS APPLIED TO FACULTY SURVEY DATA

Cluster	Full-Time Faculty	Part-Time Faculty
1—Medium Single-Campus	0.97	1.31
2—Large Single-Campus	2.54	2.55
3—Small Single-Campus	0.74	0.83
4—Small Multi-Campus	2.22	2.82
5—Large Multi-Campus	4.80	5.67

Throughout the analysis section of the report, the data is reported as weighted cases so that the findings are representative of the entire population of faculty. Using the unweighted data for analysis purposes would have yielded results that are over-represented by some clusters and under-represented by others. Data that was gathered from the Chancellor's Office did not require weighting because it was analyzed for the total population rather than for a sample.

Data Analysis

MGT analyzed compensation and demographic data by multiple factors in an effort to isolate those factors affected salary levels between full-time and part-time instructors and within the part-time ranks throughout the state. Below is a nearly exhaustive list of the various factors that were considered either individually or in combination:

- Part-time versus full-time employment.
- Experience—measures in years of experience teaching and years of experience teaching in the district.
- Educational attainment—Bachelor's, Master's, Ph.D., or other.

- Discipline/Subject Area taught—humanities, social science, health sciences/PE, natural sciences/mathematics, business/technical, technical trades/vocational, or other.
- Number of credit hours/units taught.
- Region in California.
- Type of CCC District (single- or multi-campus).
- Funding base (dollars per FTE).
- Size of district.
- Size of population area.
- Types of alternative full- or part-time employment.
- Retirement status.
- Provision of various types of benefits.
- Previous employment as a full-time or part-time instructor.
- Salary schedule structure.

To isolate those factors that affected salary compensation between full-time and part-time instructors, MGT compared trends in data, variance of means, and frequencies. At the end of the section is the analysis of data that were not discussed in detail in the main body of the report because they do not provide explanation of the differences between part-time and full-time salaries.

Generally, part-time instructors are compensated by the number of credit hours/units that they teach, and full-time faculty are compensated based on an annual salary contract. In addition, the activities and workload between full-time and part-time faculty are not the same. MGT used three independent data sources to compare salary levels between full-time and part-time CCC instructors—faculty survey responses, local collective bargaining agreements and salary schedules, and CCC Chancellor's Office data from the employment and assignment files.

To compare the salary data, MGT first had to establish "comparable" salaries. Below are the steps taken to establish comparability:

- **Faculty Survey Data.** Each part-time instructor's workload is computed as a percentage of a full-time workload (assumed to be 15 credit hours/units per semester).[2] The salary that each part-time instructor reported is then multiplied by the inverse of the percentage of their full time workload to yield an "adjusted" full-time equivalent annual salary. To complete the comparison, full-time faculty salary amounts are reduced to 81 percent of the reported total salary to adjust the salary for those instructional activities that both part-time and full-time perform (e.g., instruction, preparation, grading, and holding office hours).[3]

- **Salary Schedule Data and Collective Bargaining Agreements.** Salary schedules are collected from each of the districts that distributed the faculty survey and each of the chosen comparable states. The salary from "Master's degree plus 30 units" or equivalent level was selected from each of the salary schedules for comparison purposes. MGT chose to use the salary at step five of the salary schedules because a full-time faculty's tenure begins after five years. Comparable data about part-time instructors is collected and converted from credit hourly rate to an annual rate using the assumption that 525 credit hours per year comprised a work year.[4] Adjustments are made to include paid office hours. As is the case with the faculty survey data, full-time instructor salaries are prorated to 81 percent of their total amount to adjust for compensation attributable to instructional activities. These assumptions were derived from and/or validated based on an in-depth review of collective bargaining agreements.

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[2] This figure is based on review of collective bargaining agreements and discussions with district administrators.

[3] This figure is based on review of the activities performed by full-time instructors that are not performed by part-time instructors, such as administration, advising, etc. Based on data from the survey, collective bargaining agreements, and national data, MGT estimates that these activities account for approximately 19 percent of a full-time workload.

[4] This estimate is based on an assumed average full-time workload of 15 credit hours/units per week over the course of an academic year (35 weeks).

- **CCC Chancellor's Office.** This data is extracted for the total population. The part-time salaries are adjusted based on the "full-time equivalent" (FTE) factor indicated in the data file. Full-time salaries are adjusted by 81 percent.

Distribution of Highest Academic Degree Held by Discipline Taught

	Percentage of All Full-Time Respondents					Percentage of All Part-Time Respondents				
	Associate's	Bachelor's	Master's	Doctorate	Other	Associate's	Bachelor's	Master's	Doctorate	Other
Humanities	0	1%	27%	29%	58%	2%	15%	35%	34%	13%
Social Science	0	0	8%	22%	10%	4%	1%	17%	24%	14%
Health Services	16%	6%	13%	4%	0	9%	13%	5%	4%	9%
Natural Science and Math	0	3%	25%	31%	0	4%	7%	17%	18%	20%
Business/Tech	0	31%	10%	4%	0	19%	35%	11%	10%	6%
Tech Trades/ Vocational	32%	55%	6%	5%	28%	43%	13%	2%	3%	24%
Other	52%	3%	11%	5%	4%	19%	17%	14%	8%	14%

Distribution of Faculty Characteristics by Cluster

Full-Time	Cluster 1	Cluster 2	Cluster 3	Cluster 4	Cluster 5
Gender					
Male	47%	48%	52%	45%	56%
Female	53%	52%	48%	55%	44%
Average Age	49.2 years	49.2 years	49.5 years	46.9 years	53.7 years
Average Years of Teaching Experience in the District	13.8 years	13.2 years	12.8 years	12.4 years	19.4 years
Average Total Years of Teaching Experience	17.3 years	16.9 years	16.5 years	16.0 years	22.6 years
Highest Educational Attainment					
Bachelor's, or equivalent	4%	3%	7%	1%	6%
Master's, or equivalent	71%	75%	78%	80%	66%
Doctorate, or equivalent	22%	21%	14%	18%	25%
Other	3%	1%	1%	1%	3%
Ethnicity					
White	71%	70%	75%	70%	66%
Black/African American	3%	4%	1%	1%	4%
American Indian/Alaskan Native	2%	5%	5%	2%	4%
Asian or Pacific Islander	7%	7%	5%	7%	8%
Hispanic/Latino/Spanish/Puerto Rican/Mexican	7%	6%	6%	5%	8%
More than one race	2%	3%	1%	4%	3%
Some other race	1%	1%	1%	1%	1%
Decline to state	7%	5%	6%	9%	6%
Discipline/Subject Area					
Humanities	29%	26%	23%	28%	25%
Social Sciences	11%	10%	10%	8%	13%
Health Sciences/Physical Education	7%	13%	12%	9%	12%
Natural Sciences/Mathematics	27%	25%	21%	24%	26%
Business/Technical	9%	10%	12%	10%	6%
Technical Trades/Vocational	5%	7%	12%	7%	12%
Other	12%	9%	11%	12%	6%

Distribution of Faculty Characteristics by Cluster Part-Time	Cluster 1	Cluster 2	Cluster 3	Cluster 4	Cluster 5
Gender					
Male	*49%*	*54%*	*55%*	*58%*	*43%*
Female	*51%*	*46%*	*45%*	*42%*	*57%*
Average Age	*50.0 years*	*48 years*	*50 years*	*51 years*	*52 years*
Average Years of Teaching Experience in the District	*8.8 years*	*8.3 years*	*8.2 years*	*7.1 years*	*10.5 years*
Average Total Years of Teaching Experience	*11.9 years*	*13.0 years*	*10.4 years*	*10.8 years*	*14.2 years*
Highest Educational Attainment					
Bachelor's, or equivalent	*11.8%*	*13.2%*	*24.1%*	*17.6%*	*10.3%*
Master's, or equivalent	*66.4%*	*64.6%*	*57.8%*	*64.2%*	*68.0%*
Doctorate, or equivalent	*14.9%*	*14.9%*	*9.5%*	*13.9%*	*15.2%*
Other	*6.8%*	*7.3%*	*8.5%*	*4.3%*	*6.5%*
Ethnicity					
White	*81%*	*73.4%*	*81.3%*	*81.4%*	*71.7%*
Black/African American	*1.3%*	*4.9%*	*.7%*	*3.1%*	*4.7%*
American Indian/Alaskan Native	*3.1%*	-	*2.1%*	*5.0%*	*2.8%*
Asian or Pacific Islander	*2.2%*	*6.1%*	*3.5%*	*2.4%*	*8.5%*
Hispanic/Latino/Spanish/Puerto Rican/Mexican	*2.9%*	*4.4%*	*2.8%*	*.7%*	*2.8%*
More than one race	*2.9%*	*.7%*	*3.1%*	*1.7%*	*1.8%*
Some other race	*.5%*	*1.2%*	*.7%*	*1.3%*	*1.0%*
Decline to state	*6.0%*	*9.3%*	*5.9%*	*4.4%*	*6.7%*
Discipline/Subject Area					
Humanities	*33.2%*	*26.8%*	*24.1%*	*31.7%*	*31.8%*
Social Sciences	*14.5%*	*17.3%*	*13.6%*	*15.3%*	*12.2%*
Health Sciences/Physical Education	*5.5%*	*5.6%*	*10.5%*	*6.0%*	*5.6%*
Natural Sciences/Mathematics	*14.5%*	*14.4%*	*19.4%*	*17.1%*	*11.2%*
Business/Technical	*12.3%*	*12.4%*	*13.6%*	*10.4%*	*20.6%*
Technical Trades/Vocational	*8.4%*	*10.1%*	*8.2%*	*3.7%*	*2.8%*
Other	*11.7%*	*13.6%*	*10.5%*	*15.8%*	*15.8%*

Survey of California Community College Faculty
Median Salary for Selected Faculty Characteristics by Cluster

	Cluster 1			Cluster 2			Cluster 3			Cluster 4			Cluster 5		
	81 % Full-Time	Part-Time	P/T-F/T Ratio	81 % Full-Time	Part-Time	P/T-F/T Ratio	81 % Full-Time	Part-Time	P/T-F/T Ratio	81 % Full-Time	Part-Time	P/T-F/T Ratio	81 % Full-Time	Part-Time	P/T-F/T Ratio
Median Salary	53,460	30,000	56%	48,600	23,333	48%	48,568	21,667	45%	47,790	18,000	38%	56,700	27,009	48%
Education															
Associate's	51,526	21,250	41%		25,000			22,763		55,404	25,250	46%		29,569	
Bachelor's	45,464	30,699	68%	42,120	29,696	71%	42,032	24,688	59%	44,145	22,500	51%	49,410	25,200	51%
Master's	52,650	30,000	57%	48,600	23,875	49%	47,885	20,463	43%	47,936	18,000	38%	56,700	25,000	44%
Ph.D.	56,701	29,635	52%	52,650	20,250	38%	51,030	19,803	39%	46,807	16,183	35%	57,510	30,375	53%
Other	48,562	27,500	57%	51,030	14,918	29%	47,359	21,020	44%		8,208		26,730	32,979	123%
Disciplines															
Humanities	55,055	30,000	54%	48,600	25,000	51%	49,227	19,428	39%	44,550	19,286	43%	56,295	26,667	47%
Social Science	55,498	23,333	42%	41,715	20,250	49%	48,740	19,375	40%	56,700	15,000	26%	48,600	28,750	59%
Health Services	51,853	43,750	84%	45,765	22,642	49%	46,549	22,925	49%	49,185	22,555	46%	56,700	16,364	29%
Nat. Sci./Math	54,270	32,009	59%	51,840	30,000	58%	48,600	22,500	46%	44,550	16,500	37%	57,510	30,000	52%
Business/Tech	53,897	30,000	56%	43,740	23,250	53%	46,662	22,532	48%	48,600	14,250	29%	54,270	25,000	46%
Tech. Trades/ Voc.	52,062	25,000	48%	52,650	23,750	45%	48,071	25,000	52%	44,550	26,854	60%	54,270	32,625	60%
Other	48,600	32,500	67%	48,195	21,863	45%	47,007	24,429	52%	46,170	20,250	44%	59,130	27,915	47%
Years of Experience in the District															
0-4 years	42,930	25,000	58%	38,880	20,552	53%	36,855	18,376	50%	42,525	18,293	43%	41,310	27,750	67%
4-8 years	47,278	30,000	63%	40,095	26,250	65%	44,197	22,500	51%	44,550	17,750	40%	44,550	28,125	63%
8-12 years	55,080	30,857	56%	51,030	25,000	49%	48,600	25,109	52%	49,185	18,694	38%	56,052	26,667	48%
12-16 years	54,498	32,474	60%	50,625	27,000	53%	48,873	24,605	50%	49,410	21,000	43%	56,903	25,000	44%
16-20 years	55,890	35,423	63%	52,650	33,692	64%	53,396	29,710	56%	57,875	15,000	26%	51,840	30,000	58%
20+ years	59,130	40,000	68%	56,999	26,845	47%	55,128	27,121	49%	55,404	15,000	27%	58,324	25,200	43%
Years of Experience Teaching															
0-4 years	42,943	25,000	58%	42,120	18,750	45%	38,475	18,750	49%	42,930	18,293	43%	44,550	27,750	62%
4-8 years	45,373	30,000	66%	40,095	24,000	60%	39,425	20,000	51%	42,120	17,027	40%	33,696	23,750	70%
8-12 years	48,600	30,000	62%	44,145	24,000	54%	46,575	23,004	49%	44,145	15,750	36%	44,550	32,143	72%
12-16 years	54,283	31,179	57%	51,030	25,000	49%	47,894	29,745	62%	48,600	21,000	43%	53,309	27,009	51%
16-20 years	53,467	25,000	47%	48,600	25,968	53%	50,946	20,633	40%	44,550	27,000	61%	56,903	29,063	51%
20+ years	58,319	40,000	69%	55,696	27,470	49%	55,080	25,121	46%	56,700	18,851	33%	57,510	25,000	43%

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APPENDIX E:

ESTIMATED COSTS TO ELIMINATE PAY DIFFERENCE BETWEEN PART-TIME AND FULL-TIME INSTRUCTORS

Estimated Costs to Eliminate Pay Differences Between Full-Time and Part-Time Instructors

As discussed in Section 6.0 of this report, MGT estimates that the cost to "equalize" pay for part-time CCC instructors who teach credit courses is between $160 million and $245 million annually. For the purpose of this discussion, MGT defines "equality" as eliminating all existing pay difference between the full-time and part-time instructors for teaching activities. This range is based on a calculation of the costs using two different data sets. The lower bound was calculated using data provided in salary schedules. The upper bound was calculated using data from the survey of faculty. The data from the salary schedules represent the mid-range of the salary schedule. In reality, there are many full-time instructors that earn above the mid-range; therefore the difference between part-time and full-time salaries based on analysis of salary schedules may be underestimated.

Based on MGT's calculation, the cost to eliminate differences for those instructors teaching three or more units is between $92 million and $142 million annually. Exhibit E.1 shows the number of part-time instructors categorized by the number of classes they reported teaching during the Fall of 1999, the total number of full-time equivalents (FTEs) for each group, and the estimated costs to increase each group's pay to a level equal to the teaching portion of a full-time instructor's pay for each of the data sets described above.

EXHIBIT E.1 COST TO PROVIDE EQUAL PAY FOR PART-TIME INSTRUCTORS BY TEACHING WORKLOAD

Number of Classes per Week	Number of Part-Time Instructors	Total FTE Assignments	Cost Difference Between Annual Adjusted FT and PT	Total Range of Costs (in millions)
1 class (0.2 FTE)	8,905	1,781	$12,526 to $19,400	$22.3 to $34.6
2 classes (0.4 FTE)	8,905	3,562	$12,526 to $19,400	$44.6 to $69.1
3 classes (0.6 FTE)	4,847	2,908	$12,526 to $19,400	$36.2 to $56.4
4 or more classes	5,523	4,418	$12,526 to $19,400	$55.3 to $85.7
TOTAL	28,180	11,046	$12,526 to $19,400	$158.6 to $245.8

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APPENDIX F:

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AB 420 STUDY GLOSSARY

TERM	DEFINITION
AB 420	Chapter 738, Statutes of 1999 (Wildman), mandated that CPEC undertake "a comprehensive study of the California Community College system's part-time faculty employment, salary, and compensation patterns as they relate to full-time community college faculty with similar education credentials and work experience." This report was prepared in response to this legislation. Appendix A contains the complete text of AB 420.
AB 420 Advisory Committee	To solicit feedback and ideas from organizations and agencies interested in CCC compensation issues, CPEC convened the AB 420 Advisory Committee. Appendix B contains a complete list of advisory committee members.
Benefits	Includes primarily medical, dental, vision, and retirement benefits. We qualify the prevalence of benefits, but do not quantify the costs of such benefits in this report.
Cluster Sampling	We collected data about the CCC districts to establish profiles for each of the districts. We grouped similar districts into clusters. From each of these clusters we selected a subset of districts to receive our faculty survey. Cluster sampling methodology is often used when it would be expensive or time consuming to create a sample using simple random sampling techniques.
Compensation	The total salary plus benefits earned for all community college activities.
Courses—Credit versus Non-Credit	There are two types of courses offered by the CCC system—credit and non-credit. Credit courses are generally academic courses and non-credit course are generally remedial and/or vocational courses. There are often separate compensation structures for credit and non-credit instructors. This report compares compensation for credit instructors and does not include non-credit instructors.
District Size	This is the number of average student FTE for the 1998-99 academic year. This data has been supplied by the Chancellor's Office. Using this data, colleges are divided into small, medium, and large categories.
District Type	Multiple campus districts and single campus districts.

TERM	DEFINITION
District, Community College	72 community college districts manage California's 108 CCC campuses. The districts provide administrative support and are accountable to the state for the campuses within their districts.
Education Level	Highest college or university (academic) degree attained by a CCC instructor.
Faculty	According to the CCC Chancellor's Office faculty include CCC staff that perform the following duties—teaching faculty, librarians and counselors.
Freeway Flyer	College instructors that work between multiple districts are often referred to as freeway flyers. The definition does not necessarily refer to part-time instructors that teach in excess of a part-time teaching load, but may include such instructors.
Full-Time Equivalent	The CCC system measures student enrollment in units of full-time equivalent (FTE) students, in addition to head count. The FTE number is an expression of how many full-time students are enrolled by combining part-time enrollments to determine full-time equivalents. The FTE number is less than the total head count because many students are enrolled less than full-time. A similar calculation can also be applied to instructors to create a FTE number of instructors.
Full-Time Instructor	According to the California Education Code, any instructor that teaches more than 60 percent of a full-time workload is considered a full-time instructor. Based on our review of workload, we assume that anyone teaching 9 or more credit units/hours meets this definition.
Instructor	Instructors are those faculty members that teach or lead courses as their primary job. This definition does not include administrators, librarians, or counselors.
Non-Teaching Activity	In addition to teaching activities instructors also perform non-teaching activities such as counseling students, department or campus administration, attend meetings, develop curriculum, etc...
Part-Time Instructor	According to the California Education Code, any instructor that teaches 60 percent or less of a full-time workload is considered a part-time instructor.
Rights of Return/Tenure	Right of return or tenure refers to the practice of extending the benefit of permanent employment to employees. Without this benefit employees work as "at will employees" and may be terminated depending upon staffing needs. Currently, only full-time faculty at

TERM	DEFINITION
	the CCC districts are able to receive rights of return or tenure.
Salary Schedule	Salary schedules define the parameters for compensation for faculty. They consist of columns (which correspond to academic qualifications) and steps (which correspond to years of experience). There are separate salary schedules for part- and full-time faculty.
Salary—Base Pay	The total salary (excluding overload and stipend pay) community college instructors receive for performing instructional and non-instructional duties. For full-time faculty this is expressed as an annual amount. For part-time faculty this is most commonly expressed as a credit hourly amount, i.e., a set amount of salary paid per credit unit/hour taught.
Salary—Credit Hour	Part-time instructors are generally paid based on the number of credit hours that they teach. The credit hour rate is intended to compensate part-time instructors for activities that are specified in part-time job duty statements, which may include instruction, preparation, and grading. Some districts also provide additional compensation for office hours.
Salary—Overload	Payment for work that is completed outside of the regular academic year (i.e. summer, special classes. etc.) or is above a specified level of workload is paid as overload pay. This is in addition to a faculty member's base pay.
Salary—Stipend	Under special circumstances the CCC districts can provide additional compensation to faculty in the form of stipends. Stipends may be provided for faculty that also coach athletic teams or have special qualifications. This is in addition to a faculty member's base pay.
Survey Instruments	MGT and CPEC collected original data through two survey instruments. One was distributed to a sample of CCC faculty and the other was distributed to CCC administrators. Appendix C contains complete copies of both surveys.
Teaching Activity—Grading and Record Keeping	Hours per week spent grading student work, evaluating students, writing letters of recommendation.
Teaching Activity—Office Hours	Number of *scheduled* hours per week spent in office and available for students.
Teaching Activity—Preparation	Hours per week spent preparing for class. This includes preparing lecture notes, writing quizzes, etc…

TERM	DEFINITION
Teaching Load	Number of credit units/hours taught for the Fall 1999 term.
Weighted Data	We weighted data received from our faculty survey responses to that we could analyze our survey data as representative of the entire population of instructors. Appendix D contains a detailed description of how weighting was performed.

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

THE California Postsecondary Education Commission is a citizen board established in 1974 by the Legislature and Governor to coordinate the efforts of California's colleges and universities and to provide independent, non-partisan policy analysis and recommendations to the Governor and Legislature.

Members of the Commission

The Commission consists of 16 members. Nine represent the general public, with three each appointed for six-year terms by the Governor, the Senate Rules Committee, and the Speaker of the Assembly. Five others represent the major segments of postsecondary education in California. Two student members are appointed by the Governor.

As of April 2001, the Commissioners representing the general public are:

Alan S. Arkatov, Los Angeles; Chair
Carol Chandler, Fowler; Vice Chair
Lance Izumi, San Francisco
Kyo "Paul" Jhin, Malibu
Guillermo Rodriguez, Jr., San Francisco
Evonne Schulze, San Diego
Olivia K. Singh, San Francisco
Howard Welinsky, Culver City
Melinda G. Wilson, Torrance

Representatives of the segments are:

Kyhl Smeby, Pasadena; appointed by the Governor to represent the Association of Independent California Colleges and Universities;

Phillip J. Forhan, Fresno; appointed by the Board of Governors of the California Community Colleges;

Susan Hammer, San Jose; appointed by the California State Board of Education;

Ralph Pesqueira, San Diego; appointed by the Trustees of the California State University; and

John G. Davies, San Diego; appointed by the Regents of the University of California.

The two student representatives are:

Robert A. Hanff, Northridge
Vacant

Functions of the Commission

The Commission is charged by the Legislature and Governor to "assure the effective utilization of public postsecondary education resources, thereby eliminating waste and unnecessary duplication, and to promote diversity, innovation, and responsiveness to student and societal needs."

To this end, the Commission conducts independent reviews of matters affecting the 2,600 institutions of postsecondary education in California, including community colleges, four-year colleges, universities, and professional and occupational schools.

As an advisory body to the Legislature and Governor, the Commission does not govern or administer any institutions, nor does it approve, authorize, or accredit any of them. Instead, it performs its specific duties of planning, evaluation, and coordination by cooperating with other State agencies and non-governmental groups that perform those other governing, administrative, and assessment functions.

Operation of the Commission

The Commission holds regular meetings throughout the year at which it discusses and takes action on staff studies and takes positions on proposed legislation affecting education beyond the high school in California. By law, its meetings are open to the public. Requests to speak at a meeting may be made by writing the Commission in advance or by submitting a request before the start of the meeting.

The Commission's day-to-day work is carried out by its staff in Sacramento, under the guidance of Executive Director Warren Halsey Fox, Ph.D., who is appointed by the Commission.

Further information about the Commission and its publications may be obtained from the Commission offices at 1303 J Street, Suite 500, Sacramento, California 98514-2938; telephone (916) 445-7933; web site www.cpec.ca.gov.

Report on Part-Time Faculty Compensation in California Community Colleges

Commission Report 01-1

ONE of a series of reports published by the California Postsecondary Education Commission as part of its planning and coordinating responsibilities. Summaries of these reports are available on the Internet at http://www.cpec.ca.gov. Single copies may be obtained without charge from the Commission at 1303 J Street, Suite 500, Sacramento, California 95814-2938. Recent reports include:

1999

99-5 *Student Profiles, 1999: The Latest in a Series of Annual Factbooks About Student Participation in California Higher Education* (December 1999)

2000

00-1 *Providing for Progress: California Higher Education Enrollment Demand and Resources into the 21st Century* (February 2000)

00-2 *Performance Indicators of California Higher Education, 1999: The Sixth Annual Report to California's Governor, Legislature, and Citizens in Response to Assembly Bill 1808 (Chapter 741, Statutes of 1991)* (February 2000)

00-3 *Policy for Progress: Reaffirming California Higher Education Accessibility, Affordability, and Accountability into the 21st Century* (April 2000)

00-4 *The Condition of Higher Education in California, 2000* (April 2000)

00-5 *Moving California Ahead: An Executive Summary* (June 2000)

00-6 *A Mission to Teach -- The California State University, Channel Islands: A Review of the Board of Trustees' Proposal to Build a 23rd Campus* (November 2000)

00-7 *Fiscal Profiles, 2000: The Tenth Annual in a Series of Factbooks About the Financing of California Higher Education* (November 2000)

00-8 *Student Profiles, 2000: The Latest in a Series of Annual Factbooks About Student Participation in California Higher Education* (November 2000)

00-9 *The Production and Utilization of Education Doctorates for Administrators in California's Public Schools: A Report in Response to Assembly Bill 1279* (December 2000)

00-10 *California Colleges and Universities, 2000: A Guide to California's Degree-Granting Institutions and to Their Degree, Certificate, and Credential Programs* (December 2000)

2001

01-1 *Report on Part-Time Faculty Compensation in California Community Colleges: A Report to the Governor and Legislature in Response to Assembly Bill 420* (April 2001)

01-2 *Proposed College of the Sequoias Center for Agriculture Science and Technology -- A New Homestead: A Report to the Governor and Legislature in Response to a Request from the Board of Governors of the California Community Colleges* (April 2001)